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A 1965 report presents the findings of a citizens committee on racial tension and school segregation in Sacramento, California. Discussed are defacto segregation and its causes and effects, equal educational opportunity, the neighborhood school concept, and intergroup relations. A series of recommendations for improvement are included. (NH)

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REPORT

OF

THE CITIZENS ADVISORY COMMITTEE

ON

EQUAL EDUCATIONAL OPPORTUNITY

EQUAL EDUCATIONAL OPPORTUNITIES
PROGRAM COLLECTION

to

The Board of Education
of
The Sacramento City Unified School District

UD 008 116

Office of Education-EEOP
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EQUAL EDUCATIONAL OPPORTUNITY IN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

A Report to the

Board of Education

The Sacramento City Unified School District

by its

CITIZENS ADVISORY COMMITTEE
ON EQUAL EDUCATIONAL OPPORTUNITY

EQUAL EDUCATIONAL OPPORTUNITIES
PROGRAM COLLECTION

UD 008 116

Sacramento, California
May 22, 1965

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FOREWORD

It is generally recognized that the program of education offered in the public schools should assist students in the process of maturation to the end that they become responsible citizens, competent contributors to the economy of the community, learn to live effectively with others and find within the total process of education and development, a realization and abbreviation of themselves as important participating individuals. Many factors will govern the success of the public schools in helping all children to realize the objectives suggested above. In general, a child's learning ability is conditioned by those limitations imposed upon him by inherited or acquired handicaps and potentialities.

If the public schools are truly to offer equal educational opportunities to all children, there must be the understanding that not all children approach the schools with equal preparation for learning or with equal facilities within their homes and community environments for continuous stimulation toward learning. It is clear that among the children in the public schools, there are many who through no fault of basic intelligence will not succeed in the educational program or realize their potentials, because of limitations imposed upon them by social and economic forces. In the light of this knowledge it becomes exceedingly important that no effort be spared to offer a meaningful and significant educational program to these children, to provide a learning situation that recognizes the handicaps imposed by social and economic status and assists these children in overcoming these handicaps.

The aspirations of the democratic way of life imply that every child has a capacity for improvement and that it is the responsibility of the public schools to provide the direction and stimulation that leads each child to make the most of his abilities. To ignore the children who are handicapped through forces outside of their control is to impose inefficiency and inadequacy upon the public schools. Children come to the public schools from different subgroups within the community where physical environment, social customs, and folk-ways substantially limit their ambitions, achievements and their opportunities to profit from the educational program.

Although the public school stands apart from other agencies and institutions that provide welfare services, social services or protective services, the public school must be concerned with all of the factors that affect a child's ability to profit from instruction. The public school must accept its responsibility to undertake changes outside of the areas of formal instruction, if these changes will enhance the quality of education to be made available to all children. Even if the public school seeks to isolate itself from currents of social and political unrest within the community, it is clear that the impact of these forces will also "rock the ship of learning." The task then of providing equal educational opportunity requires a complete inquiry into all factors that affect a child's readiness and willingness to learn.

If the public school is to serve as a cohesive rather than a divisive force; if the public school is to acknowledge differences among children rather than sameness; if the public school is to participate in community life rather than remain aloof from the life of the community; if the public school is dynamically to demonstrate conscious seeking after the democratic ideal rather than only preaching about the American ideal; then the problem of equal educational opportunity will be attacked upon all fronts that are within the proper province of action for the public schools.

It will become logical to expect that action within the public school system will ameliorate the deleterious effects of defacto minority group segregation. It will be logical to expect that children who come to the public schools with handicaps imposed by their environments and socioeconomic status will find unique educational programs and services that will give them an equal opportunity to profit from the instructional program of the schools. It will be logical to expect that school administrators, counselors, and teachers will be alert to the hazards imposed by personal prejudice and community stereotypes that impair their abilities to serve properly children from ethnic minority groups. It will be logical and just that the public schools will move forward on all fronts to offer equal educational opportunity to all children.

THE COMMITTEE FINDS

FORMATION OF THE CITIZENS ADVISORY COMMITTEE
ON
EQUAL EDUCATIONAL OPPORTUNITIES

The burning of Stanford Junior High School in August of 1963 and the immediate need to find substitute facilities for the Stanford students by the beginning of the 1963 school year brought the question of ethnic imbalance and de facto segregation in the Sacramento City Unified School District (hereafter referred to as the "District") into sharp focus. Shortly after the fire, a proceeding was initiated in the Superior Court of the State of California for the County of Sacramento which sought to prevent the reconstitution of the Stanford student body on the burned-out site in portable classrooms and to prevent the rebuilding of a new junior high school on the site.

This proceeding was brought by a Negro minor through his guardian ad litem on behalf of himself and others similarly situated. It was alleged that Stanford Junior High School was in fact segregated and that this de facto segregation denied Stanford students equal educational opportunities, hence depriving them of their rights and privileges under the Constitutions of the United States and the State of California.

While the court denied the specific relief requested by the plaintiff in this proceeding, it did not ignore the issues which had been raised. In a memorandum opinion, the court specifically found that Stanford Junior High School was a racially segregated school. It made a further finding that there be a prompt and complete study and evaluation of the assignment of Stanford Junior High students based upon the factors set forth by the State Board of Education with regard to establishment of school attendance areas and school attendance practices. (California Administrative Code, Title 5, Sections 2010 and 2011. See Appendix A.) Acting upon these findings, the court directed the Board of Education to complete such a study and evaluation and to evolve a plan for the assignment of Stanford Junior High students in conformity with the law not later than September 1, 1964.

A temporary solution for housing the Stanford Junior High student body was reached by the Board prior to the beginning of the September 1963 school term. The Board assigned the Stanford students to Peter Lassen Junior High School for the first semester of the 1963-64 school year on a double session basis. For the second semester of the school year, the Stanford student body was reconstituted on the original site in portable classrooms. A permanent solution was put into effect by the Board for the 1964-65 school year, resulting in the abandonment of the Stanford Junior High School site and the reassignment of the Stanford students to other junior high school attendance areas.

In seeking a solution for the Stanford situation, the Board sought and heard testimony and comment from all segments of the community. For the first time, the Board faced the implications of a de facto segregated school and faced the conflicting attitudes of the community. Dispersal of the Stanford students, the rebuilding of the school on the same site and the reconstitution of its student body there, and the implications of the so-called neighborhood concept were all presented and considered.

The impact of the Stanford Junior High situation, the concern of the community over possible changes in the status quo, and the tension generated by the proposed solutions to its immediate problem, prompted the Board to examine the ethnic balance in school attendance areas for the District as a whole. To further its desire for the broadest possible consideration of the matter, the Board voted to appoint a Citizens Advisory

Committee to study and make recommendations regarding Equal Educational Opportunities in the Sacramento City Schools.

A fifteen member Citizens Advisory Committee on Equal Educational Opportunity was named and approved by the Board on December 9, 1963. The committee included persons engaged in business, education, and the professions. Committee membership also afforded representation to the various ethnic groups of the community.

The Board charged the committee with three major functions, as detailed in Appendix B. These were:

1. To study and evaluate evidences of racial tension in the community arising from ethnic imbalance in the District's schools with primary emphasis at the elementary level.
2. To recommend ways and means whereby existing tensions could be reduced or eliminated.
3. To study, investigate and recommend to the Board means by which equal educational opportunities could be offered to all pupils in the District.

In addition, the Board directed the committee to examine the following specific areas of concern:

1. A definition of de facto segregation.
2. The neighborhood school concept.
3. Pupil enrollment and transfer policies.
4. Compensatory education programs.
5. In-service training programs with reference to ethnic-minority situations.
6. Personnel policies relating to ethnic problems.

At its first meeting, February 11, 1964, a chairman and vice chairman were appointed, and three subcommittees were formed. The subcommittees and their functions are as follows:

1. Ethnic composition. This subcommittee concerned itself with the ethnic composition of attendance areas and the resultant effects upon equal educational opportunities for students. It studied the neighborhood school concept and all matters relating to pupil enrollment and transfer policies.

2. Compensatory education. This subcommittee concerned itself with provisions for compensatory educational opportunities to offset or overcome the handicaps and disadvantages which many children bring to their educational experiences. Primary attention was focused on deprivations evident in ethnically imbalanced schools.

3. Administration and personnel. This subcommittee concerned itself with personnel policies as they relate to the development of understanding, promotion of effective handling of ethnically-concentrated situations, in-service training, and counseling and guidance programs with respect to the problem.

CONDUCT OF THE INVESTIGATION

The committee met on a scheduled basis. Persons with special knowledge were asked to appear before the committee and present information on ethnic composition of school attendance areas, compensatory education, and personnel and administrative practices. (See Appendix C for a list of resource people.) Personnel from the District, including teachers, principals, and members of the administrative staff, provided valuable information to the committee.

The subcommittees met as necessary to hear testimony, to make field trips to schools of the District, and to discuss with teachers, principals, counselors and parents the problems relating to their area of concern.

The subcommittees studied similar situations in other areas of California and in other states to evaluate experiences elsewhere. Reports and studies prepared by the District staff, the State Board of Education, and reports from experts throughout the country were studied and evaluated.

Three public hearings were held during September and October 1964 and testimony was received from the community at large. With the exception of the meetings in which the report was drafted, all meetings of the committee were open to the public. Public participation was invited at all open meetings. Newspaper coverage was given generously to the public meetings. As a result of the extensive news media coverage given to committee activities, widespread public interest was generated.

The committee is indebted to all who assisted it or participated in its deliberations. The assistance of the administrative staff of the District and in particular of Dr. Donald E. Hall, assistant superintendent, who served as our liaison with the District, is noted with appreciation.

ANALYSIS OF ATTENDANCE AREAS AND ETHNIC COMPOSITION

Data on the ethnic composition of the District student population was provided from reports prepared by the District office in 1963, and again in 1964. (See Appendix D.) For the school year 1963-64, the total population of the District's schools was 48,631. Of this number, 72.3 per cent were classified as white caucasian (excluding Mexican-American), 8.8 per cent Mexican, 9.9 per cent Negro, 7.9 per cent Oriental, and 1.1 per cent other non-white. Although the District includes areas outside the boundaries of the City of Sacramento, the composition of the District's student population may be contrasted with that of the city's ethnic makeup as revealed by the 1960 census. With a 1960 population of 191,667 persons, the city as a whole had 87.4 per cent white (including Mexican-Americans), 6.3 per cent Negro, 5.7 per cent Oriental, and 0.6 per cent other non-white. The classification for the various ethnic groups used in the census is somewhat different from that used by the District but in general the percentages for the city and the District correspond. The percentage of non-white students in the District is, however, slightly higher than the percentage of non-whites for the city as a whole.

School Attendance Boundaries

The District was formed in 1936 as a unified school district when the high school, elementary, and junior college districts were unified under provisions of the state law pertaining to unification. At the time of this unification, the boundaries of the District approximated very closely the boundaries of the City of Sacramento. The newly-formed unified District was composed of 18 elementary schools, 4 junior high schools, and 2 senior high schools, having a total student population of 17,890 and employing 690 teachers.

Although statistics are not available as to the racial composition of the District's student population, it can be assumed that the ethnic composition of the District's students paralleled that of the total population of the city. Hence, in 1940, the census figures show a white population of 94.2 per cent and a non-white population of 5.8 per cent from a total population of 105,958 persons.

School attendance boundary areas were established to meet the growth of population in the District. As new residential areas were developed, schools were constructed to serve the residents of the area. Location of new schools and realignment of existing school attendance area boundaries has been primarily a matter of providing school facilities to a growing community as rapidly and as conveniently located to the persons to be served as possible.

School attendance areas were established in general on the following six criteria:

1. Pupil safety
2. Pupil walking distance
3. Current and projected enrollment of schools affected by the boundary-line change, especially as those enrollments relate to optimum loading on the school plants
4. Continuity of pupil relationships, wherever possible, through the assignment of entire elementary attendance areas to the same junior high school, and entire junior high school areas to the same senior high school
5. Availability of public transportation
6. Ethnic balance (commencing on June 19, 1962, pursuant to State Board of Education policy)

All evidence presented to the committee indicates that these criteria were in fact used in establishing school attendance boundaries. There is no evidence of gerrymandering of boundaries for the specific creation of segregated schools or any other purpose.

The first criteria, pupil safety, should be examined as to the various ways in which pupil safety can be insured. Safety is not necessarily related to physical distance between a pupil's home and school. It may depend upon such factors as major streets to be crossed without traffic controls; the extent to which parents regularly supply pupil transportation; the availability of public transportation; the availability of school bus transportation; the absence or presence of undesirable areas through which children must pass on their way to or from school; the extent to which parents utilize the block-parent-plan in order to insure pupil protection and safety.

With respect to the criterion of pupil walking distance, there are already wide variations in distances between pupils' homes and their elementary school. Many of the larger elementary schools in the District impose far greater walking distances on children than do those schools which for one reason or another have a small student population. Similarly, in schools where the population served is relatively sparse, there are far greater walking distances than in schools which serve dense urban populations. As an indication of the wide variation of the application of this criterion, we note that on occasion parent groups have resisted the reduction of walking distances in order to maintain continuity of student attendance in a particular school.

The third criterion, enrollment projection, is clearly the most important one considered by the District. This fact is evident from a study of past realignment in school attendance area boundaries. To a large extent, this fact merely reflects the practical considerations in the establishment of attendance areas which must be designed to accommodate the student population in a given area to the physical plant available. Appendix E, Survey of Elementary School Boundary Changes, 1955-64, illustrates the frequency of school boundary changes.

The fourth criterion, the ideal of continuity of pupil relationship, is a worthy but rarely realized goal in a modern California community. The mobility of families with school-age children practically guarantees that the majority of children will not attend successive grades in the same school nor will they continue their individual relationships with other children as they progress from elementary to junior high school and then to senior high school. Only in a static community can one hope for a continuity of pupil relationships over a period of many years. Sacramento is clearly not that type of community.

The fifth criterion, availability of public transportation, is rarely considered in the establishment of school attendance boundaries with respect to elementary schools. In theory, at least, it may be a factor with respect to attendance areas for junior high schools and senior high schools. As a practical matter, the actual circumstances surrounding the availability of public transportation is more likely to be related to the development of such facilities when school attendance boundaries require that public transportation be made available. We note that in several instances the District has subsidized public transportation when such transportation has become necessary to accommodate schools established on the basis of other criteria.

The committee found in its study of the sixth factor, ethnic balance, that there is inadequate experience relative to its application within the District. The first five criteria governing school attendance areas have in most instances been applied after the establishment of a school rather than in governing the selection of students who will be enrolled in a projected school. This fact is noted, not by way of criticism of District policies, but for the purpose of evaluating the stated criteria and the usefulness of the criteria with reference to the conditions facing the District today.

Ethnic Population Changes

Because the boundaries of the District have always more or less paralleled the city limits of the City of Sacramento, the ethnic composition of the District's student population has corresponded to the ethnic composition of the city as a whole. Table 1, Appendix F, shows the ethnic composition of the City of Sacramento for the period 1930 to 1960. This table was prepared from the census of the city for the years indicated. It can be seen from this table that the percentage of caucasians (which in the census figures includes Mexican-Americans) has decreased while the percentage of Negro and other non-white ethnic groups has increased.

While statistics for the ethnic composition of the student population of the District are not available for this period, it may be presumed that student population has shown a corresponding shift. Although the District for many years has required the designation of race on enrollment applications, compilation of this data is not available to determine the change in ethnic composition of student population as a whole, or in given schools within the District. Because of the absence of this data, we cannot correlate test scores, teacher turnover, and other factors with the ethnic composition at a particular school.

The ethnic composition of District schools reflects the segregated housing patterns of the community. There are five schools in which the Negro enrollment is greater than 50 per cent. These schools are Argonaut, American Legion, Camellia, Donner, and Elder Creek. There is one school, Washington, in which the Mexican American enrollment is greater than 50 per cent, and one school, Riverside, in which the Oriental registration is greater than 50 per cent. There are seven additional schools where total minority enrollment is greater than 50 per cent; Bret Harte, Ethel Phillips, Jedediah Smith, Lincoln, Newton Booth, Oak Ridge, and William Land. Thus, 14 of the 53 elementary schools in the District, or about one-fourth of them, have a marked ethnic imbalance.

These schools are located within the residential areas of the District where minority groups are heavily concentrated. By contrast, there are six schools in which there are no Negro children enrolled. These are primarily within the suburban areas lying outside the city limits but within the District.

Unless housing patterns within the District change appreciably it would be proper to conclude that the present schools with high minority concentrations will become even more segregated. With the projected growth of Sacramento, it may be expected that the influx of minority citizens will continue. It should be noted that this will have an adverse effect upon racial balance in the schools because the rate of increase for minority groups within the District exceeds the rate of increase of the population as a whole. The problem may be further intensified if racially-imbalanced school districts adjacent to Sacramento are unified with the District.

CRITERIA FOR DE FACTO SEGREGATION

Pursuant to the charge given to the committee by the Board, the following definition has been adopted by the committee:

> "De facto segregation is defined as a condition in which the ethnic composition of student population in a particular school differs markedly from the ethnic composition of the total school district population."

De facto segregation results from the inaction of a school district in regulating ethnic composition of the school population. De facto segregation must be contrasted with de jure segregation. The latter results from affirmative discriminatory conduct of a school district under color of law.

The use of such a definition obviously involves discretion in determining if a school is de facto segregated. Because the ethnic minority composition of the District is approximately 30 per cent, it seems reasonable to assume that whenever the ethnic minority composition of a school exceeds 40 per cent, the school is de facto segregated. Because no single ethnic minority group is presently larger than 12 per cent of the District's student population, it is reasonable to say that whenever a single minority group exceeds 25 per cent in a school, that school is de facto segregated. (See Recommendation No. 1.) The committee selected these percentages as being comparable to the status quo, but with the understanding that a certain degree of freedom must be allowed for purposes of implementation of remedial action.

Using the above percentages as criteria, the four existing high schools are ethnically balanced. However, the minority ethnic composition at Sacramento High School is about twice that of any other High School in the District. The junior high schools are fairly well balanced with the exception of Lincoln and Albert Einstein. At Lincoln, the Mexican American enrollment is 36 per cent, Negro enrollment 13 per cent, and Oriental enrollment 32 per cent. At Einstein, the Caucasian majority enrollment is 93%. At California Junior High, the Oriental enrollment is 17 per cent; at Sutter Junior High, the Mexican American enrollment is 16 per cent and the Oriental enrollment 13 per cent. At Will C. Wood Junior High, the Mexican American enrollment is 12 per cent and Negro enrollment is 20 per cent.

In 23 of the 53 regular elementary schools, the minority enrollment exceeds the criteria established for an integrated school. In 7 elementary schools, a single ethnic minority group has an enrollment greater than 50 per cent. In 7 other elementary schools, the total ethnic minority enrollment is greater than 50 per cent. (See Appendix D.)

Evidence of the Necessity for Correcting De Facto Segregation

The legal aspects of de facto segregation in schools stem from the decision of the United States Supreme Court in the case of Brown v. Board of Education (347 United States Supreme Court Reports 483), which was decided in 1954. This landmark decision of the Court struck down the doctrine of separate but equal educational facilities by finding that separate educational facilities are inherently unequal. The decision had reference to de jure segregation rather than de facto segregation but the principles enunciated in the decision have been expanded by subsequent decisions of both federal and state courts to include forms of de facto segregation. Thus, in January 1961, United States District Judge Irving R.

Kauffman ruled that the board of education of New Rochelle, New York, had gerrymandered school attendance boundaries to maintain a predominantly Negro school. This became the first case in which a Northern community was adjudged to have violated the constitutional doctrines announced in Brown v. Board of Education.

On June 14, 1962, the California State Board of Education declared it to be the policy of the State Board of Education to eliminate de facto racial segregation and to curb any tendency toward its growth and to give preference to programs which conform to the views expressed in its policy statement (See Appendix A). In this policy declaration, the state board specifically found that, "Some of our schools are becoming racially segregated in fact and. . .this challenge to equality of educational opportunity must be met with the full thrust of our legal authority and moral leadership."

Subsequently, the State Board established regulations which require district boards, when acquiring school sites and establishing attendance areas, to take steps to lessen the impact of de facto segregation. Thus, Title 5 of the California Administrative Code, Section 2010, provides:

> "2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color."

Section 2011 of the Administrative Code follows with provisions requiring that ethnic composition of the area be considered as one of the factors in approving a school site. (These provisions are set forth in full in Appendix A.)

On June 27, 1963, the California Supreme Court filed its opinion in Jackson v. Pasadena Unified School District (59 Cal. 2d 876). In this decision, the Court stated:

> "Residential segregation is in itself an evil. . . . Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct . . . . The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."

Although the statement of the Court went beyond the precise issue involved in the case, the dictum clearly defined a school board's responsibility in dealing with situations of ethnic imbalance. We have been provided with a further summary of the law respecting de facto segregation in the State of California by the County Counsel of Sacramento County. This summary is set forth in an opinion of the county counsel under date of November 13, 1964, requested by the committee. The opinion is reproduced as Appendix G.

As a result of the rulings of the federal and state courts and the directives of the State Board of Education, it has become necessary for the District to take steps to alleviate de facto segregation in its schools. The burning of Stanford Junior High School brought this matter to the attention of the Sacramento City Board of Education in a dramatic fashion and caused it to initiate an ivestigation of the ethnic composition of all schools within the District.

The District made its first ethnic-composition count in 1963. The de facto segregation found to exist at Stanford Junior High was eliminated by boundary revisions involving the abandonment of the Stanford attendance area, which was absorbed into other junior high school districts. The board and its staff has continued to work toward modification of attendance boundaries to correct de facto segregation. The second ethnic composition count was made in 1964.

In addition to the legal and administrative requirements for the alleviation of de facto segregation, there are other compelling considerations which dictate such a course of action. Many of the leading educators and behavioral scientists throughout the country have emphasized the necessity of integrating the public schools as a means of combating and eliminating social and educational problems which exist by virtue of segregated schools. It has been pointed out that schools cannot effectively teach moral, intercultural, or citizenship values in a school unless various cultural backgrounds or ethnic groups are represented as they exist in the community. Children learn by their everyday experiences and it is extremely important that they associate with children of different backgrounds and cultures.

It has been pointed out by Deutscher and Chein that segregation has detrimental effects on both those segregated and on those who do the segregating. They state that the effects on the segregated are: (1) special burdens are placed upon democratic ideals and the actual practice of enforced segregation; (2) an additional source of frustration is created; (3) feelings of inferiority and of not being wanted are established; (4) feelings of submissiveness, martyrdom, aggressiveness, withdrawal tendencies, and conflicts about the individual's worth are emphasized; and (5) the sense of reality is distorted. These authors find that the effects on those who do the segregating are: (1) increased hostility, deterioration of moral values, hardening of social sensitivity, conflict between ideology and practices, the development of rationalizations and other techniques for protecting oneself; (2) inner conflicts and guilt feelings; and (3) disturbances to the individual's sense of reality. (Deutscher, M.; Chein, I. "The Psychological Effects of Enforced Segregation: A Survey of Social Science Opinion," Journal of Psychology [1949], 26:259-287.)

Donald Horton of the Bank Street College of Education, New York, has stated: "We believe that there is a positive social gain when substantial numbers of Negro and white children attend schools together: the stigma of segregation is removed from the one group and the corrupting sense of superior status taken from the other." (Horton, Donald, Bank Street School Inegration Project, Bank Street College of Education, July 1959.) Frederick M. Raubinger, New Jersey State Education Commissioner, ruled that: "A stigma is attached to attending a school whose enrollment is completely or almost exclusively Negro, and that this sense of stigma and resulting feeling of inferiority have an undesirable effect upon attitudes related to successful learning." (Cass, James, "School Segregation in the North," Saturday Review of Literature, July 20, 1963.)

The United States Supreme Court quotes with approval in Brown v. Board of Education the finding of a lower court as follows:

> "A sense of inferiority affects the motivation of a child to learn. Segregation with the sanction of law, therefore, has a tendency to (retard) the educational and mental development of Negro children and to deprive them of some of the benefits they would receive in a racial(ly) integrated school system." (Page 394)

Similarly, Dan Dobson, Director, Center of Human Relations and Community Studies, New York University, has stated: "There is little, if any, evidence to indicate that a de facto segregated school can be made equal in its educational program. If the entire culture conceives a 'Jim Crow school' as inferior, does this not, in fact, make it so?" (Fourth Annual Conference on Problems of Segregation and Resegregation of Public Schools, U.S. Commission on Civil Rights, May 3-4, 1962.)

Findings Related to De Facto Segregation in the District

It is of great importance to understand the impact of de facto segregation on the achievement of students. At the request of the committee, the Planning and Research Services Office of the District made a study of achievement of fifth-grade pupils, by ability level, in schools grouped according to percent of Negro enrollment, and according to average family income. (This report is appended as Appendix H.) The purpose of the investigation was to compare the achievement of pupils of equal scholastic ability, when they are grouped according to the racial composition of the schools in which they are enrolled. However, this study went one step further and compared the achievement of pupils of equal scholastic ability when they are grouped according to the average family income of the school area in which they lived.

Expenditures for instructional supplies were compared for selected elementary schools in the District. Table 2, Appendix F, shows the expenditures per unit of average daily attendance for instructional supplies in 10 selected schools where the percentage of Caucasian enrollment varied from 91.6 per cent at Parkway to 5.9 per cent at Camellia. This information is shown for the school years 1962-1963 and 1963-1964. The average expenditure per unit of average daily attendance for both school years was approximately $6.04 per pupil, a figure which is exceeded in most of the schools having large ethnic minorities. It can be concluded from this data that the District has not spent greater funds in the nonsegregated schools.

Teacher turnover in 11 elementary schools in the District was examined. It was found that there was no particular pattern to show greater turnover or shorter length of service in the de facto segregated schools. For these 11 schools, the average length of service of teachers for the five-year period was three years.

Class size was examined and there was no evidence that there were any larger class sizes in the de facto segregated schools than in other schools within the District.

COMPENSATORY EDUCATION

Compensatory education is that program which recognizes that some children are educationally handicapped and which compensates for those deficiencies in order to promote equal opportunities for all. Compensatory education programs are proposed for the purpose of helping children from low socioeconomic families, and from environmentally segregated neighborhoods improve their performance in school.

Slum and ghetto children do not do as well in school as those from more favored socioeconomic environments. Whether they have been labeled underachievers, potential dropouts, or culturally disadvantaged, they are being short changed educationally and psychologically if we continue to classify and label them rather than change traditional instructional and guidance endeavors with them and their families. The aim for education for the deprived and segregated children should be as high as for any group. But to the extent that the starting points are different, the education must also be different and so must the community effort.

The State of California, through the McAteer Act, attempts to define a disadvantaged child as one who:

> "(2) is potentially capable of successfully completing a regular educational program leading to graduation from public elementary and secondary schools in which he is enrolled."
>
> "(3) is because of home and community environment, subject to such language, cultural, economic, and like disadvantages as will make improbable his completion of the regular program leading to graduation without special efforts on the part of the public school authorities above and in addition to those involved in providing the regular education program, directed to the positive stimulation of his educational and cultural propensities." (Emphasis added) (Section 6452, California Education Code)

This Act provides concise legislative recognition that plans and programs in compensatory education must be guided by the individual needs of culturally deprived children.

California's legislative concern for the educationally disadvantaged reflects the nationwide awareness of the problem. Professor John H. Fischer, President, Teachers College, Columbia University, is one of many authorities who has recognized the challenge:

> "The special facts about a disadvantaged child should be faced not with less candor, but with more compassion and with more imagination and ingenuity than have yet been focused on teaching these children. The compensatory principle implies--and requires--procedures to counteract the effects of social and cultural deprivation that will be analogous to the techniques schools now use to deal with other handicaps. Methods to compensate for the effects of physical weakness and emotional maladjustment are well established and widely approved. At the other end of the scale, schools regularly vary their standard programs for the student of superior cultural experience. The question now is how to adapt and strengthen the curriculum and teaching practices in comparable but different ways in order to encourage the student who is culturally deprived." (Fischer, John H., "The De Facto Issue: Notes on the Broader Context," Teachers College Record, March 1964, page 490.)

Need for Compensatory Education

From a review of the problems of ethnically imbalanced schools with six elementary school principals and by on-site visits, it was ascertained that these principals were aware of the inequalities in educational opportunities which existed in their schools. The consensus of these principals was that where low socioeconomic status prevails, their students come to school without adequate academic orientation and motivation, which is to say that such children lack the basic knowledge which the middle class child of the same age group has already acquired. Some of these inadequacies are inability to count, inability to verbalize, and inability to follow instructions.

Such children may be potentially good students but they are not so oriented because of their cultural deprivations. A high rate of mobility in the families of these children compounds this cultural deprivation.

The school nurses informed the committee members that schools with a large ethnic imbalance have much greater health problems. Yet the assignment of school nurses was on a per capita basis within the District, and failed to take into account the greater need for services of school nurses in such ethnically imbalanced schools. The problems of the school nurse were compounded by inability to communicate with parents because of language barriers and lack of such simple means of communication as a family phone. Thus, those with the greatest needs are not receiving service commensurate with their requirements.

Inadequacy or breakdown in communication has frequently resulted in unfortunate misunderstandings between school officials and parents and pupils from these schools. Many causes are attributed to this failure of communication. Reluctance to meet with persons of authority, feeling of lack of social and economic status, want of motivation, humiliation, and fear of being castigated would be but to mention a few. Thus, the reason for minimal participation by the members of the minority groups in P.T.A. and other pupil-parent school activities becomes obvious.

The percentage of participation in cultural activities by students in ethnically imbalanced schools is not commensurate to that of students in the predominantly Caucasian schools. Many students have never been outside Sacramento, and others have yet to visit such places as Sutter's Fort, Land Park Zoo, Crocker Art Gallery, which are located within the City. Segregated environment, whether it be one of the neighborhood or one of school, offers little to the unfortunate child but a compounding of his disadvantages.

The learning problems of these students in the elementary school are extreme and demand compensatory procedures if their deprivation is to be overcome. For example, more skill and effort is required to teach basic reading proficiency to such children. If basic reading skill is not acquired by the third grade, the deficiency is compounded and the child's educational progress is seriously jeopardized.

At the junior high level, there is evidence that children who enter as low achievers are not being stimulated or assisted by remedial programs to develop skills which permit them to realize their inherent educational potential. This situation is most prevalent among students who come from culturally disadvantaged homes.

At the high school level, it appeared that some students were merely tolerated from year to year in order to maintain them in their peer group. Such students are often seriously deficient in academic achievement and cannot perform at senior high school grade level. For these students, high school is a period of marking time until they either become a dropout, a pushout, or a graduate who has merely "served his time." A strong compensatory education program, even at this late date, can salvage many youngsters.

Visits to schools and neighborhoods, conferences with principals, teachers, and staff members affected, presentations at public hearings, and study and evaluation of numerous reports on the subject and issues related to equal educational opportunities can lead only to one conclusion. The District must adopt and institute a program which will fulfill the individual needs and which will compensate for the deficiencies and handicaps of those children who enter our schools with such disadvantages. There is agreement that an effective program of compensatory education includes low teacher-student ratio; remedial instruction; activities to overcome environmental handicaps and to broaden cultural experiences; intensified student and family counseling; and other programs based on the individual needs of the child. All of the foregoing are additions to the established program, facilities and personnel.

Compensatory education must be planned and implemented to fulfill the individual needs of the culturally disadvantaged student. Implementation for equal educational opportunity for culturally disadvantaged children must be made an integral part of the educational program of the District.

It would be naive to believe that an adequate program in compensatory education will not entail added operational and administrative cost to the District. This is because compensatory education must be a supplement to the regular educational program and must not weaken it. The committee is aware that the education of children who require compensatory education will require additional funds and possibly new sources of revenue. However, such funds must be provided without reducing the current level of expenditure for other pupils.

It was clear to the committee that compensatory education would be needed to alleviate the cultural disadvantages suffered by many children, but it was equally clear that compensatory education would not relieve the inequalities imposed upon children through segregation.

PERSONNEL PRACTICES

Equal educational opportunity for all children in our public schools requires, among other things, that the personnel practices of the school district reflect a concern for the importance of this goal and in actual operation enhance the achievement of the goal. No program of education, no matter how well conceived, can function effectively if the certificated and noncertificated staff within the school are not selected and trained so as to consciously and intellignetly understand the goals of the school district, thus avoiding the possibility that outmoded practices and deep-seated prejudices will present obstacles to the provision of equal educational opportunities for all students of the school district.

This aspect of the problem was studied by direct interview with the superintendent's staff, principals of elementary, junior and senior high schools, with teachers and with parents. Included in the interview schedules were Robert Hansen, Assistant Superintendent in Charge of Personnel, Kimball Salmon, Assistant Deputy Superintendent in Charge of Special Services, the principals of Sacramento High School, Peter Lassen Junior High School, California Junior High School and Lincoln Junior High School; and of elementary schools, including Elder Creek, Washington, American Legion, Riverside, Caleb Greenwood, and Sierra.

A guided interview form containing specific questions was used with personnel of the superintendent's staff, school principals, teachers and parents. Copies of the interview forms are in Appendix I.

Employment Practices

With respect to current personnel practices, the District employs teachers from many ethnic groups. However, of 1700 teachers in the school district in 1964, only 44 were Oriental, 42 were Negro, 4 were Filipino, and there was only one school principal from an ethnic minority group. It was not possible to identify Mexican-American as a separate ethnic group.

With respect to noncertificated personnel, there are only 1 Filipino, 6 Negro, and 11 Oriental employees; however, it should be noted that among the clerical personnel there are only a few Orientals and no Negroes. Current practice of providing equal employment has been followed in recent years, but it is acknowledged that this may not have been the case in the past.

The District presently has no restrictions as to age, sex, religion, or ethnic origin as qualifications for employment. Applicants for teaching positions are obtained through direct written applications made by individuals to the District. No teachers are hired by mail. Every applicant is interviewed personally. The applicants are obtained primarily from college placement bureaus and occasionally from private agencies. College placement bureaus in California and in neighboring states are contacted regularly by the Director of Personnel; however, no colleges from southern states are on the list of schools that are contacted directly. Also, it should be noted that teacher placement agencies have not been specifically informed by the District of its non-discriminatory hiring policy. The District has made no special effort to hire teachers of different ethnic backgrounds. The personnel officer for the District expressed the opinion that such efforts would not be effective.

The personnel office seeks candidates to fill positions as such positions are reported and described by school principals. The school principal is not directly involved in the mechanics of selecting teacher candidates. However, if a school principal specifically requests a teacher from a minority group, an effort is made to find such a teacher. The opinion of the personnel officer is that in past years there has been a hesitancy to employ minority group teachers because of an apparent reluctance on the part of school principals to have minority group teachers on their staffs.

Assignment Practices

Teacher assignment is the direct responsibility of the personnel office. It is acknowledged that few teachers request placement in schools with minority ethnic imbalance. The personnel office would welcome the adoption of some plan to provide incentives to attract teachers to assignments in schools described as more difficult. Although the interviewing staff of the personnel office attempts to explore teacher attitudes before teachers are placed in ethnically imbalanced schools, the staff does not stress this factor. The personnel office is aware that in certain schools the teaching conditions are more difficult and their data demonstrates that a greater percentage of new teachers have been placed in the so-called more difficult schools.

It was suggested that the continuing high morale of permanent tenured staff requires that preferred assignments go to teachers with seniority. Teachers may request and usually receive reassignment to a school of their choice after they achieve permanent status. Transfers of less successful teachers may be initiated by a principal for the good of the school. It was pointed out that although the transfer of an inadequate teacher is possible, the discharge of such a teacher from the District, even of probationary teachers, is very difficult.

Almost all of the school principals in the District have been promoted from within the system. A list of candidates eligible for a principalship is developed and revised every two years on the basis of definite criteria including certification, experience, training, written and oral examination scores, and interviews with the administrative staff. Teachers with the administrative credential may apply for principalships after three years of employment.

In-Service Training

The District administration is acutely aware that the problem of equal educational opportunity for minority groups requires immediate professional attention. However, no member of the present administrative staff has had to face the problem of school desegregation before this time. During the past year a seminar for in-service training was conducted. It was concerned with the preparation of teachers for junior high school redistricting necessitated by the abandonment of Stanford Junior High.

To date, there is no planned program of in-service training for elementary school teachers regarding effective teaching of minority groups. Neither has there been the development of specific courses of study that would be appropriate for all children to implement a better understanding of minority groups.

Particular note has been made above regarding the absence of a broad District program of in-service training for teachers who may lack understanding of minority group children. Many teachers at present believe there are no particular teaching problems arising from ethnic imbalance and for this reason have not felt any need for special training. Teachers do report that there are individual problems caused by language differences, lack of proper clothing, poor nutrition and need for discipline.

Counseling Services

In our democratic society, the dignity and worth of the individual is of paramount importance and we see within each individual the means for perpetuating and improving our way of life. So that each child may make his maximum contribution to our cultural, political, social, and economic life, it is necessary that we afford him the maximum opportunity for the fullest possible development of his talents and potentialities. To accomplish this purpose a suitable program of education must be provided but this program alone will not accomplish its purposes unless it contains adequate counseling and guidance services. These services must enable the individual to become more aware of his own potentials, to develop his interests and to realize his ambitions, and provide more opportunities for achieving these goals.

In investigating the counseling program of the District, no attempt was made to evaluate the adequacy or inadequacy of the existing counseling program, but rather to measure the extent to which the counseling program implements the policies of the District for equal educational opportunity for all children. Members of the superintendent's staff, principals at the level of elementary, junior high and senior high school, counselors, teachers and parents were interviewed. In addition, testimony was received from interested citizens at public hearings. In this way, the committee became aware of current practices as well as plans for the future.

Counseling, as generally understood within the public schools of Sacramento, does not extend as such into the elementary schools. Trained school counselors are employed only in junior high schools and high schools. At both junior high school and high school levels, counselors were carrying a very heavy workload. On the average, a counselor in junior and senior high schools works with 400-500 students. Counselors are promoted from within the system by recruitment from among teachers who have had at least five years teaching experience and have met the requirements for a pupil personnel credential.

There was no evidence that the counselors who were interviewed had had specific preparation for work with pupils or parents from ethnic minority groups. There is evidence that occasionally counselors impose academic limitations on students from ethnic minority groups because of stereotyped viewpoints with which the counselor is imbued. In some instances, counselors are not aware of new job opportunities for minority group pupils; thus their counsel may be inadequate. Anecdotal material that illustrates this problem is included in Appendix J.

There are staff proposals now under development for improvement of counseling services, which provide for reduction in the present pupil-counselor load, for additional clerical assistance and an in-service training program. The staff proposals also envision services in the elementary school where no special counselor personnel are employed at present. The only area wherein counseling services are presently available at the elementary school level is through the services of a school social worker.

The school principal is the one who assumes basic responsibility for counseling at the elementary level, while the school social worker deals mainly with pupils who have behavior problems resulting from apparent maladjustment. School principals have only a small amount of time to devote to individualized pupil counseling because of the many and varied responsibilities they carry.

In interviews with principals it was clear that some were quite sensitive to the problems that have arisen in schools where there was a high percentage of ethnic minority pupils enrolled. However, there was a principal among those interviewed who was not aware that the ethnic minority pupils attending his school had specific problems related to their minority status.

Suspensions and Discipline

Because counseling involves student guidance to the extent that the student may be successful and participate meaningfully in his school work, the committee also directed its attention to the use of suspensions as a districtwide disciplinary practice. The committee found that there was great concern among the parents of minority group children regarding the use of suspension as a means of discipline. Parents emphasized the undesirable effects of excluding a child from school without providing him with other purposeful activities and supervision. Counselors also expressed concern over the educational disadvantages of suspension.

Generally, it seemed that in the schools where ethnic imbalance existed, there was also a feeling on the part of the teachers and principals that their most important job was one of discipline. Many parents and students do not understand the suspension and expulsion procedure. Some of the parents expressed concern that:

1. Suspension and expulsion be meted out fairly and impartially to students of all races.
2. Parents be advised early regarding potential problems related to the discipline of their children.
3. Students are suspended first and a hearing held later.
4. A pupil's education is stopped during the suspension period.

The committee has become aware of a concern among members of minority ethnic groups that their children do not get the same sympathetic handling and attention as do children from the majority ethnic group. There are strong feelings that in cases of school discipline the method of handling the situation and the punishment for the offense are far less helpful and more punitive when children from minority groups are involved.

The committee made no intensive investigation of the degree or nature of this problem but emphasizes that if such feelings are prevalent, they present a potential source of tension which will require further study and action.

THE COMMITTEE CONCLUDES

CONCLUSIONS

Conclusion No. 1. De facto segregation.

De facto segregation is defined as a condition in which the ethnic composition of student population in a particular school differs markedly from the ethnic composition of the total school district population. De facto segregation results from the inaction of a school district in regulating ethnic composition of the school population.

De facto segregation must be contrasted with de jure segregation. The latter results from affirmative discriminatory conduct of a school district under color of law.

De facto segregation with respect to ethnic minorities in the District is most extreme in seven elementary schools, namely, American Legion, Argonaut, Camellia, Donner, Elder Creek, Riverside, and Washington. De facto segregation of ethnic minorities is also clearly present in Bret Harte, Ethel Phillips, Jedediah Smith, Lincoln, Newton Booth, Oakridge, and William Land. De facto segregation of the caucasian majority is present in most of the other elementary schools of the District.

Conclusion No. 2. Cause of de facto segregation.

Ethnic imbalance which exists in the schools of the District is primarily the result of housing segregation. There is no evidence that the District has gerrymandered school boundaries to achieve such imbalance and the resulting de facto segregation. There is a trend toward further containment of ethnic minorities within the City of Sacramento through their exclusion from neighboring suburbs, which has placed an undue burden on the District.

Conclusion No. 3. Effect of de facto segregation.

The District, by virtue of the de facto segregation existing in its schools, is perpetuating the disadvantages suffered by children who come from homes and neighborhoods which are: (1) typically of the lower socio-economic level, and (2) highly imbalanced with respect to ethnic minority composition.

In addition, there should be concern for the effect of ethnic imbalance on the attitudes and impressions developed by the caucasian pupils in those schools which are predominantly caucasian. De facto segregation deprives all children of the opportunity to know others of different racial or ethnic background. This opportunity is an important aspect of equal education in a multiracial, multiethnic society.

Conclusion No. 4. Equal educational opportunity.

The committee is in agreement with the findings of psychologists, educators, the United States Supreme Court and the California Supreme Court, and the State Legislature, that children of ethnic minorities in de facto segregated schools are disadvantaged and hence denied equal educational opportunity because:

1. Low achievement goals and environmental handicaps which such children may bring to the learning process tend to be perpetuated;

2. A lack of faith in democratic ideals may be nurtured;

3. Lower standards of school attendance, behavior, discipline, language usage, social patterns, dress and interpersonal relations may tend to be accepted;

4. Motivation to learn and mental development may be suppressed or impeded;

5. Feelings of inferiority may be reinforced; and,

6. Other unfortunate ills accrue to children who are isolated from the mainstream of community life in their formative years.

Conclusion No. 5. The neighborhood school concept.

Present practices for the establishment of school attendance boundaries which have come to define the neighborhood school are inadequate to solve the problem of de facto segregation. The so-called neighborhood school, in practice, is not based on any static geographic limitations. Rather, school boundaries have been regularly altered to accommodate population growth and change and for other reasons which affect the convenience of education and school operation.

A school neighborhood is in fact that group of families whose children have been assigned at any particular time to a particular school. The neighborhood school concept has fostered an assumption that students have an inherent right to attend the nearest school. The District is neither committed nor obligated to the establishment and maintenance of schools which will serve permanently only the residents of a specific geographic area.

Conclusion No. 6. Other requirements for equal educational opportunity.

Elimination of de facto segregation will not in itself achieve all the goals of equal educational opportunity. Substantial numbers of children in the schools of the District have already suffered the ill effects of de facto segregation, cultural deprivation, and economic hardship. To insure that these children can take full advantage of the educational program requires that elimination of de facto segregation be accompanied by important changes in educational and administrative practices.

Conclusion No. 7. The problem of understanding.

Equal educational opportunity is limited whenever parents from ethnic minority groups find it difficult to communicate with school personnel concerning the educational problems of their children. Inadequate communication has created or aggravated situations in the District which have had a detrimental effect on the education of children of ethnic minorities.

Majority and minority groups need to develop a greater understanding of the attitudes of each other in relation to the schools. Inadequate interpretation of the programs and problems of the District aggravate the lack of understanding and the tensions which it produces.

THE COMMITTEE

RECOMMENDS

RECOMMENDATIONS

Recommendation No. 1. De facto segregation.

Whenever the percentage of a single ethnic minority within a given school exceeds 25 per cent of the population of the school or when all the ethnic minority groups within a school exceed 40 per cent of the population of the school, the school should be identified as de facto segregated with respect to ethnic minority groups. These percentages are related to the current ethnic composition of the school district and should be evaluated periodically to indicate changes in the ratio of individual school population to the overall school population of the District.

Recommendation No. 2. Segregated housing.

The Sacramento Board of Education should enlist the aid and join the efforts of federal, state, county, and local agencies, both public and private, to reverse the trend toward the perpetuation of segregated housing patterns.

Recommendation No. 3. Ethnic imbalance.

The District should establish a policy and take positive steps toward the development of student populations in each school which approximate the ethnic composition of the total school district.

Recommendation No. 4. Equal educational opportunity.

De facto segregation must be dealt with as the primary obstacle to equal educational opportunity. Recognition and acceptance of the fact that there is no educational or administrative substitute for the elimination of de facto segregation is imperative. Positive and continuing action should be instituted for the elimination of de facto segregation in the District.

Recommendation No. 5. School attendance boundaries.

The problem of ethnic imbalance should be attacked through a new concept of school attendance boundaries in the following fashion:

1. School attendance areas should be broadly defined so as to create clusters of elementary schools whose total ethnic balance approximates the current ethnic balance of the District. (Suggested clusters are described in Appendix K and shown on the map reproduced as Appendix L.)

2. The District should make specific attendance assignments of students to solve the problems within each cluster with the understanding that there will be different solutions necessary for the several clusters, such as:

A. Restrictions on growth of any school found to be de facto segregated.

B. Curtailment of the size of any de facto segregated school by removal of portable classrooms.

C. Abandonment of de facto segregated schools and conversion to other education purposes.

D. Open enrollment within the cluster to the extent that it corrects imbalance.

E. Mandatory reassignment of students to effect ethnic balance.

F. Discontinuance of complete offerings of K through 6 grades in some or all elementary schools in the cluster and assignment of fewer grade levels to individual schools.

G. Interdistrict attendance agreements for the purpose of reducing ethnic imbalance.

H. Expansion and development of a single central school plant to serve the educational needs of the cluster.

3. The changes in attendance assignments within each cluster should be accomplished by the District by the following steps:

A. Assignment of responsibility for the program to a top level administrative position responsible solely to the Superintendent of Schools. (See Recommendation 6, Item 1.)

B. Creation of an advisory committee of citizens from within each cluster, composed of:

(1) The principal of each school in the cluster;

(2) An elected faculty member from each school in the cluster;

(3) Three parents from each school in the cluster, fairly representative of all ethnic groups; and,

(4) Three citizens at large who represent the economic and civic community of the cluster.

C. The function and responsibility of the advisory committees shall be:

(1) To develop in conjunction with the District's staff a definite plan of implementation for the elimination of de facto segregation within the cluster consistent with the remedial steps outlined above;

(2) To submit such a plan to the School Board by February 1, 1966; and,

(3) To assist the District in the implementation of the plan as adopted by the Board.

D. The Board should order implementation of the plan by September 1, 1966.

E. If the cluster committees and District staff fail to develop an acceptable plan of implementation in accordance with the time schedule adopted by the Board, the Board should formulate and adopt its own plan forthwith.

Recommendation No. 6. Compensatory education, personnel and counseling practices.

The Committee believes that the following steps relating to compensatory education and personnel and counseling practices should be instituted:

1. An administrative position should be established for the coordination and supervision of all activities affecting equal education opportunity. The responsibility of this position should encompass the implementation of the recommendations contained in this report.

2. A program of compensatory education, defined as that program which recognizes that some children are educationally handicapped and which compensates for those deficiencies in order to promote equal educational opportunities for all children, should be instituted for all schools of the District, as follows:

A. Reduction of class size to conform to specific needs in each school and abandonment of the Districtwide uniform pupil-teacher ratio at the elementary level;

B. Remedial classes and individualized instruction as needed to meet needs of individual students;

C. Expanded use of school libraries and study centers;

D. Institution of preschool programs for culturally and educationally disadvantaged children, which must include parent participation and parent education;

E. Additional physical and mental health services;

F. Opportunity for broader cultural experiences;

G. New programs devoted to improvement of self-image;

H. Attention to development of social skills; and,

I. Intensified guidance and counseling services.

3. The following steps should be taken with regard to personnel practices:

A. By active recruitment, the percentage of administrators, principals, teachers, and noncertificated personnel from ethnic minority groups should be increased. The equal-opportunity employment policy of the District should be communicated to teacher-training institutions and employment sources which are known to serve ethnic minority groups.

B. In selecting administrative personnel, special consideration should be given to those who show evidence of successful experience in schools with ethnic minority enrollments. The District should provide incentives which encourage teachers to seek assignments in schools where they will work with culturally disadvantaged children.

C. In-service training to develop skills and attitudes necessary to work effectively with minority group pupils should be required of all professional and noncertificated personnel working with ethnic minority group pupils. This training should be a regular activity for all District personnel. School social worker services should be expanded and such services should be utilized by principals, teachers, and parents.

D. Teacher-assignment practices should be improved with the aim of better relating teacher qualifications to the needs of the school.

The school principal should participate in the selection and assignment of teachers who will teach in his school.

4. The following steps should be taken with regard to counseling services:

A. Improvement and expansion of counseling servides should be undertaken as soon as possible.

B. Counseling services should provide for the availability of counselors by appointment at hours convenient to working parents.

C. Counselors should receive in-service training that will increase their competence in assisting pupils and parents of ethnic minority groups. Included in the training should be: (1) information concerning employment opportunities for ethnic minorities; (2) means of encouraging students from ethnic minority groups to pursue goals which reflect their abilities and potentials and avoid the possibility of pupil counseling by stereotype.

D. Counseling services also should be provided at the elementary school level. Additional school social workers should be provided to elementary schools for personal counseling with parents and children.

5. The following steps should be taken with regard to suspension and discipline:

A. Parental understanding of suspension as a disciplinary measure must be improved. The current policy and practice of student suspension should be revised to provide for constructive consultation with the student and his parents in an effort to avoid use of suspension or to insure that no other satisfactory alternative is available.

B. The District should develop a program for suspended students that insures their continuing opportunity for education and guidance.

C. The District should administer suspension policies in such a manner as to insure that parents and children from minority groups fully understand the policy and thus avoid feelings of discrimination.

Recommendation No. 7. Improved communications.

The District must make every effort to insure that parents feel welcome and comfortable in their relationship with teachers and principals. It is the responsibility of the District to work continuously toward the development of an atmosphere of mutual respect and trust so that the efforts which both parent and school make for the education of the children will be meaningful. Similarly, the District should present and interpret continuously its goal of equal educational opportunity to parents from ethnic minorities as well as to the community at large.

APPENDIXES

EXHIBIT A

CALIFORNIA STATE BOARD OF EDUCATION POLICY STATEMENT

and

CALIFORNIA ADMINISTRATIVE CODE, TITLE 5,

SECTIONS 2010 and 2011

CALIFORNIA STATE BOARD OF EDUCATION DECLARATION OF POLICY WITH REFERENCE TO DE FACTO RACIAL SEGREGATION IN PUBLIC SCHOOLS

(Adopted June 14, 1962)

In its historic decisions of May 17, 1954, the Supreme Court of the United States declared that segregation of school children on account of race or color, even where physical facilities and other tangible factors are equal, inevitably results in unlawful discrimination. In California, by law and custom, we have historically operated on the democratic principle of equality of educational opportunity for all children, without regard to race or color, and for this reason it was easy for us to accept the underlying hypothesis of that decision and applaud its rendition. We now find, however, that primarily because of patterns of residential segregation, some of our schools are becoming racially segregated in fact, and that this challenge to equality of educational opportunity must be met with the full thrust of our legal authority and moral leadership.

We fully realize that there are many social and economic forces at play which tend to facilitate de facto racial segregation, over which we have no control, but in all areas under our control or subject to our influence, the policy of elimination of existing segregation and curbing any tendency toward its growth must be given serious and thoughtful consideration by all persons involved at all levels. Wherever and whenever feasible, preference shall be given to those programs which will tend toward conformity with the views here expressed.

Article 1.5. Establishment of School Attendance Areas and School Attendance Practices in School Districts

2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

(a) The ethnic composition of the residents in the immediate area of the school.

(b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

(c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing an attendance area or an attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district.

EXHIBIT B

FUNCTIONS AND AREAS OF RESPONSIBILITY
OF THE
CITIZENS ADVISORY COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY

FUNCTIONS AND AREAS OF RESPONSIBILITY OF THE CITIZENS ADVISORY COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY

Function

The Citizens Advisory Committee on Equal Educational Opportunity shall have the following functions:

1. To study and evaluate evidences of racial tension in the community arising out of ethnic imbalances in the district's school population to the extent that such imbalances are found to exist in the elementary, junior high, and senior high schools of the district. However, emphasis shall be placed at the elementary level.
2. To recommend ways and means whereby existing tensions may be reduced or eliminated (other than attendance boundary line adjustments which are now under study by the professional staff of the district).
3. To study and investigate and recommend to the board means by which equal educational opportunity may be offered to all pupils within the district; however, it shall be understood that the committee's study shall not exceed the areas of investigation described below.

Areas of Responsibility

The committee shall study and make recommendations concerning the following subject areas to the extent that they may be involved or concern inter-group tensions within the district.

1. A definition of de facto segregation, as the term is to be understood in this district.
2. A determination of whether the neighborhood school concept applies at all segment levels in this district.
3. Considerations and subjects relating to pupil enrollment and transfer policies, e.g.:
    a. Open enrollment plan;
    b. Optional enrollment plan;
    c. Princeton plan;
    d. Permissive transfers;
    e. Permissive bussing;
    f. Abandoning schools that fall within the definition of de facto segregation.
4. Subjects concerning programs of compensatory education.
5. Consideration of in-service training programs for better understanding of ethnic and racial problems.

6. Suggestions relating to personnel policies which will improve understanding, and which will promote effective handling of ethnically concentrated situations, including encouragement and desirability of the selection and promotion of personnel in ethnic groups.

Board Directions to Committee

1. The committee shall elect a chairman from among its members.

2. The committee shall study and investigate only those subject areas enumerated above except that during the course of the investigation the committee may seek authorization from the board to investigate such other areas as the committee deems necessary for the fulfillment of its assigned functions. Moreover, in all areas investigated, the committee shall serve in an advisory capacity to the board.

3. The committee may report to the board at such times as may be appropriate or as may be directed by the board, and shall prepare its final report and submit same to the board not later than December 31, 1964. An earlier date of completion is considered to be desirable and would be appreciated by the board.

4. The superintendent and staff shall not be members of the committee but shall be considered as resource persons to aid the committee in its studies and deliberations. Other persons may be called in by the committee for research and resource purposes.

5. The committee shall not commit or expend any district funds without prior authorization of the board.

6. The board shall be responsible for providing the necessary personnel assistance for providing the development of the committee's report.

7. The president of the board shall make suitable and appropriate arrangements for liaison between the board and the committee.

8. Upon completion of its studies and recommendations, the committee shall be dissolved.

EXHIBIT C

LIST OF RESOURCE PEOPLE

RESOURCE PEOPLE

Among the persons whom the committee consulted or who offered expert assistance were the following:

Dr. Donald E. Hall, Assistant Superintendent,
  Planning and Research Services, Sacramento City Schools
Robert Hansen, Assistant Superintendent,
  Personnel Services, Sacramento City Schools
Dr. Russell Kircher, Assistant Superintendent,
  Elementary Schools, Sacramento City Schools
Kenneth Carnine, Executive Secretary,
  Sacramento City Teachers Association
Mrs. Bill Arnold, President,
  Sacramento Council of Parents and Teachers
Frank R. Skover
Marion J. Woods, Sacramento Urban League Committee
Ross J. Hightower, President,
  Sacramento Teachers Federation
Ralph Lucchesi
Dr. Jerome Page, Professor of Education,
  Sacramento State College
Mrs. Bruce Brown, Sacramento League of Women Voters
Joseph A. Paz, Jr.,
  Mexican-American Educational Association
Stanley Rock, Elementary Representative,
  Sacramento City Teachers Association
Robert Tyler, Sacramento Council for Equal Education
Mrs. Elizabeth Garner
Mrs. Barbara Davis, Sacramento Adult College
Benjamin G. Neff, Jr., Principal, Alice Birney School
Carl O. Wilson, Principal, Argonaut School
Edward P. Hollingshead
Raymond J. Ghilardi
John Fourt, Legal Counsel,
  Sacramento Council of Democratic Clubs
Sid Soloman
Mrs. Hortense Hurdle
Frank Taggert
Ralph Drayton
Apolinar Aguilar
Robert W. Hainggi

Mrs. Carol Hartley, Teacher, Argonaut School
James Williams, Vice president, Argonaut School
    Parent-Teacher Association
D. Jackson Faustman, Member,
    Sacramento City Board of Education
John Stumbos, Jr.
Mrs. June Carney
Mrs. Walter Carlos
Aubrey Hammond
Calvin Axford, Executive Secretary,
    Community Welfare Council
Leo Lopez, Consultant, Compensatory Education,
    California State Department of Education
Dr. John Hadsell, Chairman, Berkeley Citizens Committee
John B. Heinrich, County Counsel, Sacramento County
Wilson B. Riles, Bureau Chief, Intergroup Relations,
    California State Department of Education
Kimball Salmon, Jr., Assistant to the Deputy,
    Special Service Office, Sacramento City Schools
Joseph R. Martin, Director, Pupil Personnel Service,
    Sacramento City Schools
Principals, faculties and parents from the following
    city schools:

- Sacramento High School
- Will C. Wood Junior High School
- Caleb Greenwood School
- Sierra School
- Riverside School
- Washington School
- American Legion School
- Sam Brannan Junior High School
- Elder Creek School
- Lincoln Elementary School
- Camellia School

EXHIBIT D

REPORTS ON THE ETHNIC COMPOSITION
OF THE
PUPIL POPULATION OF THE SACRAMENTO UNIFIED SCHOOL DISTRICT
1963 AND 1964

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

Administration Building

September 25, 1963

Research Report
Series 1963-64

No. 3

Topic: PRELIMINARY REPORT ON THE ETHNIC COMPOSITION OF THE PUPIL POPULATION OF THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

Introductory Statements

On September 3, 1963, the Board of Education approved the recommendation of the superintendent that he be authorized to conduct a full and complete study of the ethnic composition of the schools of this district. Immediately upon the request of the superintendent, the Planning and Research Services Office took steps to conduct a survey of the ethnic composition of the pupil population of the elementary, junior high, and senior high schools of the district. Each principal was asked to survey his enrollment during the first two weeks of school and determine how many pupils fell into each of the following ethnic categories:

1. White -- Caucasian, (not including Mexican).
2. White -- Caucasian, Mexican
3. Negro
4. Oriental -- Japanese, Chinese, and Korean
5. Other non-white

Sources of Data

1. A deck of I.B.M. cards containing one card for each pupil enrolled in the elementary, junior high, and senior high schools of the district as of September 10, 1963.

Method of Procedure

1. A deck of I.B.M. cards was forwarded to each school by the student information section of the Special Services Office. This deck contained a card for every pupil expected to enroll on September 10, 1963.

2. In addition, blank cards were provided so that the ethnic background of new enrollees also could be designated.

3. Each teacher was asked to assign his pupils to one of the five ethnic categories based on observation. If it was impossible to determine the ethnic background of a pupil by observation, teachers were instructed to ascertain this fact from the pupil on an individual basis at the close of the particular period.

Method of Procedure (continued)

4. Once the cards had been divided into the five ethnic categories, they were returned to the Planning and Research Services Office. The management information services section of the Business Services Office punched the racial designation into each card and then, by means of the I.B.M. 1401 computer, prepared the data which are reported in Tables 1, 2, and 3 of this report.

Findings

1. An examination of Table 1 indicates the following facts relative to the ethnic composition of the elementary schools of the district.

    a. The proportion of Caucasian pupils per school varies from 8.6% to 100% with a mean of 79.2% for the segment.

    b. The proportion of Caucasian-Mexican pupils per school varies from 0% to 32.5% with a mean of 9.4% for the segment.

    c. The proportion of Negro pupils per school varies from 0% to 91.0% with a mean of 11.7% for the segment.

    d. The proportion of Oriental pupils per school varies from 0% to 51.0% with a mean of 7.9% for the segment.

    e. The proportion of other non-white pupils per school varies from 0% to 4.5% with a mean of 1.2% for the segment.

2. An examination of Table 2 indicates the following facts relative to the ethnic composition of the junior high schools of the district.

    a. The proportion of Caucasian pupils per school varies from 47.1% to 95.8% with a mean of 80.9% for the segment.

    b. The proportion of Caucasian-Mexican pupils per school varies from .7% to 30.2% with a mean of 8.4% for the segment.

    c. The proportion of Negro pupils per school varies from .6% to 49.9% with a mean of 8.3% for the segment.

    d. The proportion of Oriental pupils per school varies from 1.7% to 36.4% with a mean of 9.6% for the segment.

    e. The proportion of other non-white pupils per school varies from .4% to 3.3% with a mean of 1.1% for the segment.

Findings (continued)

3. An examination of Table 3 indicates the following facts relative to the ethnic composition of the senior high schools of the district.

    a. The proportion of Caucasian pupils per school varies from 79.1% to 94.6% with a mean of 86.5% for the segment.

    b. The proportion of Caucasian-Mexican pupils per school varies from 5.8% to 10.8% with a mean of 7.5% for the segment.

    c. The proportion of Negro pupils per school varies from 2.7% to 12.8% with a mean of 7.0% for the segment.

    d. The proportion of Oriental pupils per school varies from 2.0% to 10.5% with a mean of 5.9% for the segment.

    e. The proportion of other non-white pupils per school varies from .3% to 1.0% with a mean of .6% for the segment.

4. An examination of Table 3 also indicates the following facts relative to the ethnic composition of the district as a whole.

    a. 81.1% of the pupil population is Caucasion.

    b. 8.8% of the pupil population is Caucasion-Mexican.

    c. 9.9% of the pupil population is Negro.

    d. 7.9% of the pupil population is Oriental.

    e. 1.1% of the pupil population is in the other non-white category.

Donald E. Hall
Assistant Superintendent
Planning and Research Services Office

DEH:rw
encl.

TABLE 1
ETHNIC COMPOSITION OF THE PUPIL POPULATION OF ELEMENTARY SCHOOLS
SEPTEMBER, 1963

School	Ethnic Composition										Total
	White - Caucasian (Not Including Mexican)		White - Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
Alice Birney	541	79.9	3	.5	28	4.1	101	14.9	4	.6	677
American Legion	161	19.8	83	10.2	543	66.8	22	2.7	4	.5	813
A. M. Winn	311	89.1	7	2.0			16	4.6	15	4.3	349
Argonaut	69	25.3	29	10.6	167	61.2	8	2.9			273
Bowling Green	462	92.6	14	2.8	2	.4	21	4.2			499
Bret Harte	304	55.1	77	13.9	149	27.0	20	3.6	2	.4	552
Caleb Greenwood	449	97.2					13	2.8			462
Camellia	19	5.9	9	2.8	295	91.0	1	.3			324
Clayton B. Wire	435	89.0	43	8.8	8	1.6	3	.6			489
C. P. Huntington	429	76.6	38	6.8	6	1.1	83	14.8	4	.7	560
Coloma	258	92.5	15	5.4	4	1.4	2	.7			279
Crocker	295	92.2	7	2.2	1	.3	16	5.0	1	.3	320
David Lubin	404	92.2	9	2.1	9	2.1	14	3.2	2	.4	438
Donner	151	32.1	23	4.9	255	54.2	20	4.3	21	4.5	470
Earl Warren	344	63.0	111	20.3	69	12.6	12	2.2	10	1.9	546
Edward Kemble	459	93.9	14	2.9	5	1.0	7	1.4	4	.8	489
Elder Creek	64	16.8	104	27.2	199	52.1	5	1.3	10	2.6	382
El Dorado	322	96.1	5	1.5	2	.6	5	1.5	1	.3	335
Ethel I. Baker	525	82.9	45	7.1	37	5.8	16	2.5	10	1.7	633
Ethel Phillips	252	45.0	126	22.5	156	27.9	12	2.1	14	2.5	560
Freeport	541	90.0	30	5.0	13	2.2	16	2.7	1	.1	601
Fremont	215	69.8	59	19.2	16	5.2	18	5.8			308

Table 1 - Continued

School	Ethnic Composition										Total
	White - Caucasian (Not Including Mexican)		White - Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
Fruit Ridge	481	58.9	95	11.6	197	24.1	40	4.9	3	.5	816
H. W. Harkness	653	81.0	21	2.6	42	5.2	74	9.2	16	2.0	806
Hollywood Park	455	64.1	27	3.8	84	11.8	130	18.3	14	2.0	710
Jedediah Smith	211	39.9	168	31.8	91	17.2	42	7.9	17	3.2	529
John Bidwell	625	90.3	10	1.4	17	2.5	35	5.1	5	.7	692
John Cabrillo	481	67.4	6	.8	13	1.8	214	30.0			714
John D. Sloat	350	84.3	34	8.2	12	2.9	18	4.3	1	.3	415
John F. Morse	263	83.5	6	1.9	23	7.3	11	3.5	12	3.8	315
John Muir	84	69.4	14	11.6	15	12.3	6	5.0	2	1.7	121
Joseph Bonnheim	788	82.9	73	7.7	16	1.7	62	6.5	12	1.2	951
Lincoln	19	5.4	114	32.5	110	31.3	99	28.2	9	2.6	351
Maple	125	53.6	69	29.6	22	9.4	14	6.0	3	1.4	233
Mark Hopkins	460	89.8	17	3.3	11	2.1	18	3.5	6	1.3	512
Mark Twain	945	92.0	49	4.8	9	.8	19	1.9	5	.5	1,027
Marshall	176	69.8	63	25.0	1	.4	11	4.4	1	.4	252
Newton Booth	194	46.1	58	13.8	87	20.6	79	18.8	3	.7	421
Nicholas	514	86.1	44	7.4	21	3.5	11	1.8	7	1.2	597
Oak Ridge	200	37.4	144	26.9	171	32.0	14	2.6	6	1.1	535
Pacific	467	90.7	20	3.9	11	2.1	10	1.9	7	1.4	515
Parkway	701	100.0									701
Peter Burnett	508	91.6	22	4.0	7	1.3	7	1.3	10	1.8	554
Phoebe Hearst	368	80.7	31	6.8	30	6.6	22	4.8	5	1.1	456
Riverside	178	38.9	27	5.9	19	4.2	233	51.0			457
Sequoia	679	91.9	9	1.2			21	2.8	30	4.1	739

Table 1 - Continued

School	Ethnic Composition										Total
	White - Caucasian (Not Including Mexican)		White - Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll	%	Enroll.	%	
Sierra	286	68.9	31	7.5	60	14.4	33	8.0	5	1.2	415
Sutterville	438	63.6	6	.9	4	.6	236	34.2	5	.7	689
Tahoe	370	92.3	20	5.0			10	2.5	1	.2	401
Theodore Judah	328	92.9	10	2.8	2	.6	11	3.1	2	.6	353
Thomas Jefferson	305	95.0	15	4.7			1	.3			321
Washington	209	34.5	325	53.6	56	9.2	13	2.1	3	.6	606
William Land	98	17.2	115	20.2	99	17.4	242	42.6	14	2.6	568
Woodbine	162	55.3	94	32.1	24	8.2			13	4.4	293
Total Elementary	19,131	69.8	2,588	9.4	3,218	11.7	2,167	7.9	320	1.2	27,424

Table 2

ETHNIC COMPOSITION OF THE PUPIL POPULATION OF JUNIOR HIGH SCHOOLS SEPTEMBER, 1963

School	Ethnic Composition										Total
	White - Caucasian (Not Including Mexican)		White - Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
California	567	65.5	50	5.8	52	6.0	193	22.3	4	.4	866
Charles M. Goethe	1,143	85.4	81	6.0	45	3.4	55	4.1	15	1.1	1,339
Fern Bacon	1,205	89.8	80	6.0	18	1.3	24	1.8	15	1.1	1,342
Joaquin Miller	696	70.6	75	7.6	40	4.1	174	17.7			985
Kit Carson	1,114	89.4	36	2.9	7	.6	48	3.8	41	3.3	1,246
Lincoln	95	17.0	169	30.2	79	14.1	204	36.4	13	2.3	560
Peter Lassen	1,327	89.7	83	5.6	33	2.2	27	1.8	10	.7	1,480
Sam Brannan	633	72.4	6	.7	78	8.9	151	17.3	6	.7	874
Stanford	228	29.5	106	13.7	386	49.9	46	6.0	7	.9	773
Sutter	631	64.8	153	15.7	35	3.6	137	14.1	18	1.8	974
Will C. Wood	448	63.4	93	13.2	148	20.9	12	1.7	6	.8	707
Total Junior High	8,087	72.6	932	8.4	921	8.3	1,071	9.6	135	1.1	11,146

Table 3
ETHNIC COMPOSITION OF THE PUPIL POPULATION OF SENIOR HIGH SCHOOLS
SEPTEMBER, 1963

School	Ethnic Composition										Total
	White - Caucasian (Not Including Mexican)		White - Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
C. K. McClatchy	2,126	77.5	170	6.2	152	5.5	289	10.5	7	.3	2,744
Hiram Johnson	2,010	85.9	144	6.2	124	5.3	46	2.0	15	.6	2,339
Luther Burbank	1,796	88.8	117	5.8	55	2.7	46	2.3	9	.4	2,023
Sacramento	2,017	68.2	320	10.8	378	12.8	214	7.2	26	1.0	2,955
Total Senior High	7,949	79.0	751	7.5	709	7.0	595	5.9	57	.6	10,061
TOTAL DISTRICT	35,167	72.3	4,271	8.8	4,848	9.9	3,833	7.9	512	1.1	48,631

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
ADMINISTRATION BUILDING

December 10, 1964

Research Report No. 5
Series 1964-65
Topic: THE ETHNIC COMPOSITION OF THE PUPIL POPULATION OF THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT, FALL, 1964

Introductory Statements

The superintendent and staff of the Sacramento City Unified School District are keenly aware of the necessity of conducting a yearly analysis to maintain a surveillance of the changes in the ethnic composition of the pupil population of our schools. Only if such information is available, can possible corrective actions be taken. Legally, the ethnic factor must be considered in connection with attendance boundary line changes. Since the Planning and Research Services Office will be considering proposed boundary lines for the John F. Kennedy Senior High School and the John H. Still Junior High School, as well as for the Bear Flag and O. W. Erlewine elementary schools, current information on the ethnic composition of the pupil population will be necessary in the areas affected. Consequently, a second ethnic survey was conducted during the first week of November. This report summarizes the results of this survey.

Sources of Data

I. A deck of I.B.M.cards containing one card for each pupil enrolled in the elementary, junior high, and senior high schools of the district during the first week of November, 1964.

II. Machine listings indicating the ethnic composition by school, by grade within each school, by grade within the district, by level, and for the entire district.

III. Preliminary Report on the Ethnic Composition of the Pupil Population of the Sacramento City Unified School District, Sacramento City Unified School District, Research Report #3, Septmeber 25, 1963.

Method of Procedure

I. A deck of I.B.M. cards was forwarded to each school by the student information section of the Special Services Office. This deck contained a card for every pupil enrolled during the first week of November, 1964.

II. In addition, blank cards were provided so that the ethnic background of new enrollees also could be designated.

III. Each teacher was asked to assign his pupils to one of the five following ethnic categories based on observation:

A. Caucasian (not including Mexican).
B. Caucasian, Mexican.
C. Negro.
D. Oriental -- Japanese, Chinese and Korean
E. Other non-white

If, however, the teacher was in doubt as to the racial background of an individual pupil, the teacher, in a tactful manner, at the close of the period, was directed to ask the pupil about his ethnic background.

IV. Once the cards had been divided into the five ethnic categories, they were returned to the Planning and Research Services Office. The management information services section of the Business Services Office punched the racial designation into each card and then, by means of the I.B.M. 1401 computer, prepared the listings from which the findings and the tables that follow resulted.

Findings

I. Elementary

A. The number and percentage of pupils in each ethnic group, for each school in the district, is presented in Table 1.

B. The percentage rank, by ethnic group, of each school in the district is presented in Table 4.

C. The following is a summary of the data in Tables 1 and 4. This summary presents a frequency distribution of the schools based upon the percentage of pupils within each ethnic group. Also included are the minimum and maximum percentages, as well as the percentage for the entire segment.

	The Number of Schools				Range		Total
Ethnic Group	0-29.9%	30-49.9%	50-79.9%	80-100%	Minimum	Maximum	Segment
Caucasian (not incl. Mexican)	8	6	15	26	5.7%	98.2%	68.8%
Caucasian (Mexican)	53	1	1	--	.0%	54.6%	9.5%
Negro	48	2	4	1	.0%	82.7%	12.2%
Oriental	51	3	1	--	.0%	53.1%	8.1%
Other non-white	55	--	--	--	.0%	6.1%	1.4%

1. Caucasian (not including Mexican).

   The number of schools with a pupil population of less than 50% has increased from thirteen to fourteen since last fall. The new elementary school does not account for this increase. The current minimum indicates a decrease in percentage of 2.9. The current maximum indicates a decrease in percentage of 1.8. The total segment percentage indicates a decrease of 1.0.

2. Caucasian (Mexican)

   The current minimum indicates no change in the percentage since last fall. The current maximum indicates an increase in percentage of 1.0. The total segment percentage indicates an increase of .1.

3. Negro

   The current minimum indicates no change in the percentage since last fall. The current maximum indicates a decrease in percentage of 8.3. The total segment percentage indicates an increase of .5.

4. Oriental

   The current minimum indicates no change in the percentage since last fall. The current maximum indicates an increase in percentage of 2.1. The total segment percentage indicates an increase of .2.

5. Other non-white

   The current minimum indicates no change in the percentage since last fall. The current maximum indicates an increase in percentage of 1.6. The total segment percentage indicates an increase of .2.

D. The percentage change within each ethnic group for each school in the district since last fall is presented in Table 7.

1. Caucasian (not including Mexican)

   Sixteen of the schools show an increase in percentage. In one of these schools, the increase is between five and ten percent. One school shows no change. Thirty-seven of the schools show a decrease in percentage. In eleven of these schools, the decrease is between five and ten percent. One school, Pony Express, is in operation for the first time this year and therefore no change is indicated.

2. Caucasian (Mexican)

   Twenty-eight of the schools show an increase in percentage. In two of these schools, the increase is between five and ten percent. Two of the schools show no change. Twenty-four of the schools show a decrease in percentage. In three of these schools the decrease is between five and ten percent.

3. Negro

Thirty-one of the schools show an increase in percentage. In three of these schools, the increase exceeds five percent. In one of these three schools, the increase exceeds ten percent. Four of the schools show no change. Nineteen of the schools show a decrease in percentage. In three of these schools, the decrease is between five and ten percent. In one of these three schools, the decrease exceeds ten percent.

4. Oriental

Thirty-three of the schools show an increase in percentage. In one of these schools, the increase was between five and ten percent. Two of the schools show no change. Nineteen of the schools show a decrease in percentage.

5. Other non-white

Thirty-four of the schools show an increase in percentage. Five of the schools show no change. Fifteen of the schools show a decrease in percentage.

II Junior High

A. The number and percentage of pupils in each ethnic group, for each school in the district, is presented in Table 2.

B. The percentage rank, by ethnic group, of each school in the district, is presented in Table 5.

C. The following is a summary of the data in Tables 2 and 5. This summary presents a frequency distribution of the schools based upon the percentage of pupils within each ethnic group. Also included are the minimum and maximum percentages, as well as the percentage for the entire segment.

Ethnic Group	The Number of Schools				Range		Total Segment
	0-29.9%	30-49.9%	50-79.9%	80-100%	Minimum	Maximum	
Caucasian (not incl. Mexican)	1	--	6	4	17.4%	92.8%	71.8%
Caucasian (Mexican)	10	1	--	--	.9%	35.9%	9.0%
Negro	11	--	--	--	.3%	20.2%	9.4%
Oriental	10	1	--	--	2.3%	31.7%	9.1%
Other non-white	11	--	--	--	.0%	2.3%	.7%

1. Caucasian (not including Mexican)

   The number of schools with a pupil population of less than fifty percent has decreased from two to one. The current minimum indicates an increase in percentage of .4. The current maximum indicates an increase in percentage of 3.0. The total segment percentage indicates a decrease of .8.

2. Caucasian (Mexican)

   The current minimum indicates an increase in percentage of .2 since last fall. The current maximum indicates an increase in percentage of 5.7. The total segment percentage indicates an increase of .6.

3. Negro

   The current minimum indicates a decrease in percentage of .3 since last fall. The current maximum indicates a decrease of 19.7. The total segment percentage indicates an increase of 1.1.

4. Oriental

   The current minimum indicates an increase of .6 since last fall. The current maximum indicates a decrease of 4.7. The total segment percentage indicates a decrease of .5.

5. Other non-white

   The current minimum indicates a decrease of .4 since last fall. The current maximum indicates a decrease of 1.0. The total segment percentage indicates a decrease of .4.

D. The percentage change within each ethnic group, for each school in the district, since last fall, is presented in Table 8.

   1. Caucasian (not including Mexican)

      Seven of the schools show a decrease in percentage. In two of these schools the decrease exceeded five percent. In one of these two schools, the decrease exceeded twenty percent. Three of the schools show an increase in percentage. One school, Albert Einstein, is in operation for the first year and therefore no change is indicated.

   2. Caucasian (Mexican)

      Three of the schools show a decrease in percentage. Seven of the schools show an increase in percentage. In one of these schools, the increase exceeded five percent.

Findings (con't.)

3. Negro

Two of the schools show a decrease in percentage. Eight of the schools show an increase in percentage. In three of these schools, the increase exceeds five percent. In two of these three schools, the increase exceeds ten percent.

4. Oriental

Five of the schools show a decrease in percentage. In one of these schools, the decrease exceeds five percent. Five of the schools show an increase in percentage.

5. Other non-white

Four of the schools show a decrease in percentage. Three of the schools show an increase in percentage. Three of the schools show no change.

III Senior High

A. The number and percentage of pupils in each ethnic group, for each school in the district, is presented in Table 3.

B. The percentage rank, by ethnic group of each school in the district, is presented in Table 6.

C. The following is a summary of the data in Tables 3 and 6. This summary presents a frequency distribution of the schools based upon the percentage of pupils within each ethnic group. Also included are the minimum and maximum percentages, as well as the percentage for the entire segment.

Ethnic Group	The Number of Schools				Range		Total Segment
	0-29.9%	30-49.9%	50-79.9%	80-100%	Minimum	Maximum	
Caucasian (not incl. Mexican)			2	2	64.1%	86.9%	76.8%
Caucasian (Mexican)	4				3.6%	12.1%	7.2%
Negro	4				3.4%	14.3%	7.9%
Oriental	4				2.0%	15.0%	7.6%
Other non-white	4				.4%	.6%	.5%

1. Caucasian (not including Mexican)

   The current minimum indicates a decrease in percentage of 4.1 since last fall. The current maximum indicates a decrease in percentage of 1.9. The total segment percentage indicates a decrease of 2.2.

2. Caucasian (Mexican)

   The current minimum indicates a decrease in percentage of 2.2 since last fall. The current maximum indicates an increase in percentage of 1.3. The total segment percentage indicates a decrease of .3.

3. Negro

   The current minimum indicates an increase in percentage of .7 since last fall. The current maximum indicates an increase in percentage of 1.5. The total segment percentage indicates an increase of .9.

4. Oriental

   There was no change in the minimum percentage since last fall. The current maximum indicates an increase in percentage of 4.5. The total segment percentage indicates an increase of 1.7.

5. Other non white

   The current minimum indicates an increase in percentage of .1 since last fall. The current maximum indicates a decrease in percentage of .4. The total segment percentage indicates a decrease of .1.

D. The percentage change within each ethnic group, for each school in the district, since last fall, is presented in Table 8.

1. Caucasian (not including Mexican)

   Three of the schools show a decrease in percentage. One of the schools shows an increase in percentage.

2. Caucasian (Mexican)

   One of the schools shows a decrease in percentage. Three of the schools show an increase in percentage.

3. Negro

One of the schools shows a decrease in percentage. Three of the schools show an increase in percentage.

4. Oriental

Three of the schools show an increase in percentage. One of the schools shows no change.

5. Other non-white

Two of the schools show a decrease in percentage. Two of the schools show an increase in percentage.

IV. Total District

The number and percentage of pupils within each ethnic group for the total district is as follows:

1. Caucasian (not including Mexican)

Enrollment	35,306
Percentage	71.2

This shows a decrease in percentage of 1.1 since last fall.

2. Caucasian (Mexican)

Enrollment	4,443
Percentage	8.9

This shows an increase in percentage of .1.

3. Negro

Enrollment	5,319
Percentage	10.6

This shows an increase in percentage of .7.

4. Oriental

Enrollment	4,114
Percentage	8.2

This shows an increase in percentage of .3.

5. Other non-white

Enrollment	558
Percentage	1.1

This shows no change in percentage.

Total enrollment 49,740.

Approved:
Donald E Hall
Assistant Superintendent
Planning and Research Services

Walter A. Parsons
Director, General Research Services

DEH:rw

Table 1
ETHNIC COMPOSITION OF THE PUPIL POPULATION OF ELEMENTARY SCHOOLS
FALL, 1964

School	Ethnic Composition										Total
	Caucasian (Not Including Mexican)		Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
Alice Birney	365	73.2			32	6.4	97	19.4	5	1.0	499
American Legion	98	13.4	72	9.7	539	72.8	13	1.7	18	2.4	740
A. M. Wi	368	90.8	9	2.2	2	.4	27	6.6			406
Argonaut	46	16.2	34	11.9	195	68.4	4	1.4	6	2.1	285
Bowling Green	515	92.6	14	2.5	2	.3	26	4.6			557
Bret Harte	269	49.1	82	14.9	172	31.3	21	3.8	5	.9	549
Caleb Greenwood	441	97.6					11	2.4			452
Camellia	32	8.1	36	8.8	335	82.7	1	.2	1	.2	405
Clayton B. Wire	439	88.4	35	7.0	11	2.2	12	2.4			497
C. P. Huntington	409	74.1	33	5.9	8	1.4	98	17.7	5	.9	553
Coloma	254	85.4	24	8.0	15	5.0	4	1.3	1	.3	298
Crocker	308	92.0	7	2.0	1	.2	19	5.6	1	.2	336
David Lubin	343	91.6	11	2.9	5	1.3	15	4.0	1	.2	375
Donner	113	24.0	29	6.1	305	64.3	7	1.4	20	4.2	474
Earl Warren	332	62.0	105	19.5	74	13.7	13	2.4	13	2.4	537
Edward Kemble	536	94.2	15	2.6	5	.8	10	1.7	4	.7	570
Elder Creek	58	15.0	106	26.9	209	53.1	6	1.5	14	3.5	393
El Dorado	299	95.6	8	2.5			6	1.9			313
Ethel I. Baker	495	81.7	48	7.9	38	6.2	15	2.4	11	1.8	607
Ethel Phillips	210	39.5	145	27.1	151	28.2	15	2.8	13	2.4	534
Freeport	577	88.1	58	8.8			19	2.8	2	.3	656
Fremont	163	62.9	60	23.0	10	3.8	16	6.1	11	4.2	260
Fruit Ridge	450	54.6	92	11.1	237	28.6	38	4.5	10	1.2	827
H. W. Harkness	614	76.2	32	3.9	60	7.4	83	10.2	19	2.3	808
Hollywood Park	404	59.5	46	6.7	81	11.8	134	19.6	17	2.4	682
Jedediah Smith	251	44.8	150	26.6	93	16.5	42	7.4	27	4.7	563
John Bidwell	618	85.4	17	2.3	30	4.1	56	7.7	4	.5	725
John Cabrillo	566	69.0	5	.6	19	2.3	229	27.8	3	.3	822
John D. Sloat	352	81.1	40	9.1	24	5.5	17	3.9	2	.4	435
John F. Morse	300	79.7	7	1.8	39	10.3	17	4.5	14	3.7	377
John Muir	88	67.8	15	11.5	19	14.6	5	3.8	3	2.3	130
Joseph Bonnheim	750	81.4	77	8.3	14	1.5	54	5.8	28	3.0	923
Lincoln	17	5.7	129	42.1	56	18.3	92	30.0	12	3.9	306
Maple	145	59.4	63	25.7	20	8.1	11	4.4	6	2.4	245
Mark Hopkins	511	83.7	32	5.2	42	6.8	20	3.2	7	1.1	612
Mark Twain	818	89.7	62	6.7	5	.5	20	2.1	10	1.0	915
Marshall	163	66.9	63	25.8	5	2.0	12	4.9	1	.4	244
Newton Booth	149	47.5	48	15.2	47	14.9	66	20.9	5	1.5	315
Nicholas	586	85.2	39	5.6	32	4.6	13	1.8	20	2.8	690
Oak Ridge	160	29.8	160	29.5	195	36.0	15	2.7	11	2.0	541
Pacific	466	85.1	42	7.6	19	3.4	16	2.9	6	1.0	549
Parkway	693	98.2	13	1.8							706
Peter Burnett	540	90.4	24	4.0	13	2.1	12	2.0	9	1.5	598
Phoebe Hearst	371	84.2	19	4.3	24	5.4	19	4.3	8	1.8	441
Pony Express	234	80.8	7	2.4	4	1.3	45	15.5			290
Riverside	157	35.5	32	7.2	18	4.0	236	53.1	1	.2	444
Sequoia	760	94.7	17	2.1	3	.3	22	2.7	2	.2	804
Sierra	281	71.1	28	7.0	61	15.4	20	5.0	6	1.5	396
Sutterville	394	60.8	5	.7	3	.4	248	38.0	1	.1	651
Tahoe	354	93.0	18	4.7			9	2.3			381
Theodore Judah	380	90.7	10	2.3	9	2.1	18	4.2	3	.7	420
Thomas Jefferson	557	94.4	19	3.2	8	1.3	5	.8	2	.3	591
Washington	187	34.6	296	54.6	44	8.1	11	2.0	4	.7	542
William Land	88	18.2	64	13.0	68	13.9	239	48.8	30	6.1	489
Woodbine	148	57.1	69	26.5	26	10.0	2	.7	15	5.7	260
TOTAL ELEMENTARY	19,222	68.8	2,671	9.5	3,427	12.2	2,281	8.1	417	1.4	28,018

Table 2
ETHNIC COMPOSITION OF THE PUPIL POPULATION OF JUNIOR HIGH SCHOOLS
FALL, 1964

School	Ethnic Composition										Total
	Caucasian (Not Including Mexican)		Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
Albert Einstein	492	92.8	5	.9	2	.3	32	6.0			531
California	609	58.8	88	8.4	168	16.1	174	16.7	1		1,040
Charles M. Goethe	1,194	83.6	86	5.9	60	4.1	77	5.3	17	1.1	1,434
Fern Bacon	1,195	89.5	86	6.4	22	1.6	32	2.3	3	.2	1,338
Joaquin Miller	682	66.0	116	11.1	68	6.5	167	16.0	5	.4	1,038
Kit Carson	1,026	86.4	33	2.7	84	7.0	36	3.0	11	.9	1,190
Lincoln	89	17.4	186	35.9	66	12.7	164	31.7	12	2.3	517
Peter Lassen	831	66.4	130	10.3	250	19.9	37	2.9	7	.5	1,255
Sam Brannan	653	70.6	13	1.4	88	9.5	164	17.7	8	.8	926
Sutter	591	65.5	146	16.1	40	4.4	120	13.2	8	.8	905
Will C. Wood	650	64.7	122	12.0	204	20.2	24	2.3	9	.8	1,009
TOTAL JUNIOR HIGH	8,012	71.8	1,011	9.0	1,052	9.4	1,027	9.1	81	.7	11,183

Table 3
ETHNIC COMPOSITION OF THE PUPIL POPULATION OF SENIOR HIGH SCHOOLS
FALL, 1964

School	Ethnic Composition										Total
	Caucasian (Not Including Mexican)		Caucasian (Mexican)		Negro		Oriental (Japanese, Chinese and Korean)		Other Non-white		
	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	Enroll.	%	
C. K. McClatchy	2,106	73.2	105	3.6	221	7.6	433	15.0	18	.6	2,883
Hiram Johnson	2,106	86.0	158	6.4	130	5.2	51	2.0	10	.4	2,455
Luther Burbank	2,040	86.9	151	6.4	80	3.4	66	2.8	13	.5	2,350
Sacramento	1,820	64.1	347	12.1	409	14.3	256	8.9	19	.6	2,851
TOTAL SENIOR HIGH	8,072	76.8	761	7.2	840	7.9	806	7.6	60	.5	10,539

Table 4

A DISTRIBUTION OF ELEMENTARY SCHOOLS IN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT RANKED BY ETHNIC GROUP

Rank	Caucasian (Not Including Mexican)	Caucasian (Mexican)	Negro	Oriental (Japanese, Chinese and Korean)	Other Non-white
1	(98.2) Parkway	(54.6) Washington	(82.7) Camellia	(53.1) Riverside	(6.1) William Land
2	(97.6) Caleb Greenwood	(42.1) Lincoln	(72.8) American Legion	(48.8) William Land	(5.7) Woodbine
3	(95.6) El Dorado	(29.5) Oak Ridge	(68.4) Argonaut	(38.0) Sutterville	(4.7) Jedediah Smith
4	(94.7) Sequoia	(27.1) Ethel Phillips	(64.3) Donner	(30.0) Lincoln	(4.2) Donner
5	(94.4) Thomas Jefferson	(26.9) Elder Creek	(53.1) Elder Creek	(27.8) John Cabrillo	(4.2) Fremont
6	(94.2) Edward Kemble	(26.6) Jedediah Smith	(36.0) Oak Ridge	(20.9) Newton Booth	(3.9) Lincoln
7	(93.0) Tahoe	(26.5) Woodbine	(31.3) Bret Harte	(19.6) Hollywood Park	(3.7) John F. Morse
8	(92.6) Bowling Green	(25.8) Marshall	(28.6) Fruit Ridge	(19.4) Alice Birney	(3.5) Elder Creek
9	(92.0) Crocker	(25.7) Maple	(28.2) Ethel Phillips	(17.7) C. P. Huntington	(3.0) Joseph Bonnheim
10	(91.6) David Lubin	(23.0) Fremont	(18.3) Lincoln	(15.5) Pony Express	(2.8) Nicholas
11	(90.8) A. M. Winn	(19.5) Earl Warren	(16.5) Jedediah Smith	(10.2) H. W. Harkness	(2.4) Maple
12	(90.7) Theodore Judah	(15.2) Newton Booth	(15.4) Sierra	(7.7) John Bidwell	(2.4) Hollywood Park
13	(90.4) Peter Burnett	(14.9) Bret Harte	(14.9) Newton Booth	(7.4) Jedediah Smith	(2.4) American Legion
14	(89.7) Mark Twain	(13.0) William Land	(14.6) John Muir	(6.6) A. M. Winn	(2.4) Earl Warren
15	(88.4) Clayton B. Wire	(11.9) Argonaut	(13.9) William Land	(6.1) Fremont	(2.4) Ethel Phillips
16	(88.1) Freeport	(11.5) John Muir	(13.7) Earl Warren	(5.8) Joseph Bonnheim	(2.3) H. W. Harkness
17	(85.4) Coloma	(11.1) Fruit Ridge	(11.8) Hollywood Park	(5.6) Crocker	(2.3) John Muir
18	(85.4) John Bidwell	(9.7) American Legion	(10.3) John F. Morse	(5.0) Sierra	(2.1) Argonaut
19	(85.2) Nicholas	(9.1) John D. Sloat	(10.0) Woodbine	(4.9) Marshall	(2.0) Oak Ridge
20	(85.1) Pacific	(8.8) Camellia	(8.1) Maple	(4.6) Bowling Green	(1.8) Ethel I. Baker
21	(84.2) Phoebe Hearst	(8.8) Freeport	(8.1) Washington	(4.5) Fruit Ridge	(1.8) Phoebe Hearst
22	(83.7) Mark Hopkins	(8.3) Joseph Bonnheim	(7.4) H. W. Harkness	(4.5) John F. Morse	(1.5) Newton Booth
23	(81.7) Ethel I. Baker	(8.0) Coloma	(6.8) Mark Hopkins	(4.4) Maple	(1.5) Peter Burnett
24	(81.4) Joseph Bonnheim	(7.9) Ethel I. Baker	(6.4) Alice Birney	(4.3) Phoebe Hearst	(1.5) Sierra
25	(81.1) John D. Sloat	(7.6) Pacific	(6.2) Ethel I. Baker	(4.2) Theodore Judah	(1.2) Fruit Ridge
26	(80.8) Pony Express	(7.2) Riverside	(5.5) John D. Sloat	(4.0) David Lubin	(1.1) Mark Hopkins
27	(79.7) John F. Morse	(7.0) Clayton B. Wire	(5.4) Phoebe Hearst	(3.9) John D. Sloat	(1.0) Alice Birney
28	(76.2) H. W. Harkness	(7.0) Sierra	(5.0) Coloma	(3.8) Bret Harte	(1.0) Mark Twain
29	(74.1) C. P. Huntington	(6.7) Hollywood Park	(4.6) Nicholas	(3.8) John Muir	(1.0) Pacific
30	(73.2) Alice Birney	(6.7) Mark Twain	(4.1) John Bidwell	(3.2) Mark Hopkins	(.9) Bret Harte
31	(71.1) Sierra	(6.1) Donner	(4.0) Riverside	(2.9) Pacific	(.9) C. P. Huntington
32	(69.0) John Cabrillo	(5.9) C. P. Huntington	(3.8) Fremont	(2.8) Ethel Phillips	(.7) Edward Kemble
33	(67.8) John Muir	(5.6) Nicholas	(3.4) Pacific	(2.8) Freeport	(.7) Theodore Judah
34	(66.9) Marshall	(5.2) Mark Hopkins	(2.3) John Cabrillo	(2.7) Oak Ridge	(.7) Washington
35	(62.9) Fremont	(4.7) Tahoe	(2.2) Clayton B. Wire	(2.7) Sequoia	(.5) John Bidwell
36	(62.0) Earl Warren	(4.3) Phoebe Hearst	(2.1) Theodore Judah	(2.4) Caleb Greenwood	(.4) John D. Sloat
37	(60.8) Sutterville	(4.0) Peter Burnett	(2.1) Peter Burnett	(2.4) Clayton B. Wire	(.4) Marshall
38	(59.5) Hollywood Park	(3.9) H. W. Harkness	(2.0) Marshall	(2.4) Earl Warren	(.3) Coloma
39	(59.4) Maple	(3.2) Thomas Jefferson	(1.5) Joseph Bonnheim	(2.4) Ethel I. Baker	(.3) Freeport
40	(57.1) Woodbine	(2.9) David Lubin	(1.4) C. P. Huntington	(2.3) Tahoe	(.3) John Cabrillo
41	(54.6) Fruit Ridge	(2.6) Edward Kemble	(1.3) David Lubin	(2.1) Mark Twain	(.3) Thomas Jefferson
42	(49.1) Bret Harte	(2.5) El Dorado	(1.3) Pony Express	(2.0) Peter Burnett	(.2) Camellia
43	(47.5) Newton Booth	(2.5) Bowling Green	(1.3) Thomas Jefferson	(2.0) Washington	(.2) Crocker
44	(44.8) Jedediah Smith	(2.4) Pony Express	(.8) Edward Kemble	(1.9) El Dorado	(.2) David Lubin
45	(39.5) Ethel Phillips	(2.3) Theodore Judah	(.5) Mark Twain	(1.8) Nicholas	(.2) Riverside
46	(35.5) Riverside	(2.3) John Bidwell	(.4) A. M. Winn	(1.7) American Legion	(.2) Sequoia
47	(34.6) Washington	(2.2) A. M. Winn	(.4) Sutterville	(1.7) Edward Kemble	(.1) Sutterville
48	(29.8) Oak Ridge	(2.1) Sequoia	(.3) Bowling Green	(1.5) Elder Creek	(.0) A. M. Winn
49	(24.0) Donner	(2.0) Crocker	(.3) Sequoia	(1.4) Argonaut	(.0) Bowling Green
50	(18.2) William Land	(1.8) Parkway	(.2) Crocker	(1.4) Donner	(.0) Caleb Greenwood
51	(16.2) Argonaut	(1.8) John F. Morse	(.0) Caleb Greenwood	(1.3) Coloma	(.0) Clayton B. Wire
52	(15.0) Elder Creek	(.7) Sutterville	(.0) El Dorado	(.8) Thomas Jefferson	(.0) El Dorado
53	(13.4) American Legion	(.6) John Cabrillo	(.0) Freeport	(.7) Woodbine	(.0) Parkway
54	(8.1) Camellia	(.0) Alice Birney	(.0) Parkway	(.2) Camellia	(.0) Pony Express
55	(5.7) Lincoln	(.0) Caleb Greenwood	(.0) Tahoe	(.0) Parkway	(.0) Tahoe

Table 5

A DISTRIBUTION OF JUNIOR HIGH SCHOOLS IN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT RANKED BY ETHNIC GROUP

Rank	Caucasian (Not Including Mexican)	Caucasian (Mexican)	Negro	Oriental (Japanese, Chinese and Korean	Other Non-white
1	(92.8) Albert Einstein	(35.9) Lincoln	(20.2) Will C. Wood	(31.7) Lincoln	(2.3) Lincoln
2	(89.5) Fern Bacon	(16.1) Sutter	(19.9) Peter Lassen	(17.7) Sam Brannan	(1.1) C. M. Goethe
3	(86.4) Kit Carson	(12.0) Will C. Wood	(16.1) California	(16.7) California	(.9) Kit Carson
4	(83.6) C. M. Goethe	(11.1) Joaquin Miller	(12.7) Lincoln	(16.0) Joaquin Miller	(.8) Sam Brannan
5	(70.6) Sam Brannan	(10.3) Peter Lassen	(9.5) Sam Brannan	(13.2) Sutter	(.8) Sutter
6	(66.4) Peter Lassen	(8.4) California	(7.0) Kit Carson	(6.0) Albert Einstein	(.8) Will C. Wood
7	(66.0) Joaquin Miller	(6.4) Fern Bacon	(6.5) Joaquin Miller	(5.3) C. M. Goethe	(.5) Peter Lassen
8	(65.5) Sutter	(5.9) C. M. Goethe	(4.4) Sutter	(3.0) Kit Carson	(.4) Joaquin Miller
9	(64.7) Will C. Wood	(2.7) Kit Carson	(4.1) C. M. Goethe	(2.9) Peter Lassen	(.2) Fern Bacon
10	(58.8) California	(1.4) Sam Brannan	(1.6) Fern Bacon	(2.3) Fern Bacon	(.0) California
11	(17.4) Lincoln	(.9) Albert Einstein	(.3) Albert Einstein	(2.3) Will C. Wood	(.0) Albert Einstein

Table 6

A DISTRIBUTION OF SENIOR HIGH SCHOOLS IN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT RANKED BY ETHNIC GROUP

Rank	Caucasian (Not Including Mexican	Caucasian (Mexican)	Negro	Oriental (Japanese, Chinese and Korean)	Other Non-white
1	(86.9) Luther Burbank	(12.1) Sacramento	(14.3) Sacramento	(15.0) C. K. McClatchy	(.6) C. K. McClatchy
2	(86.0) Hiram Johnson	(6.4) Hiram Johnson	(7.6) C. K. McClatchy	(8.9) Sacramento	(.6) Sacramento
3	(73.2) C. K. McClatchy	(6.4) Luther Burbank	(5.2) Hiram Johnson	(2.8) Luther Burbank	(.5) Luther Burbank
4	(64.1) Sacramento	(3.6) C. K. McClatchy	(3.4) Luther Burbank	(2.0) Hiram Johnson	(.4) Hiram Johnson

Table 7

THE PERCENTAGE CHANGE IN THE DISTRIBUTION OF ETHNIC GROUPS WITHIN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT BETWEEN THE FALL OF 1963 AND THE FALL OF 1964 (ELEMENTARY SCHOOLS)

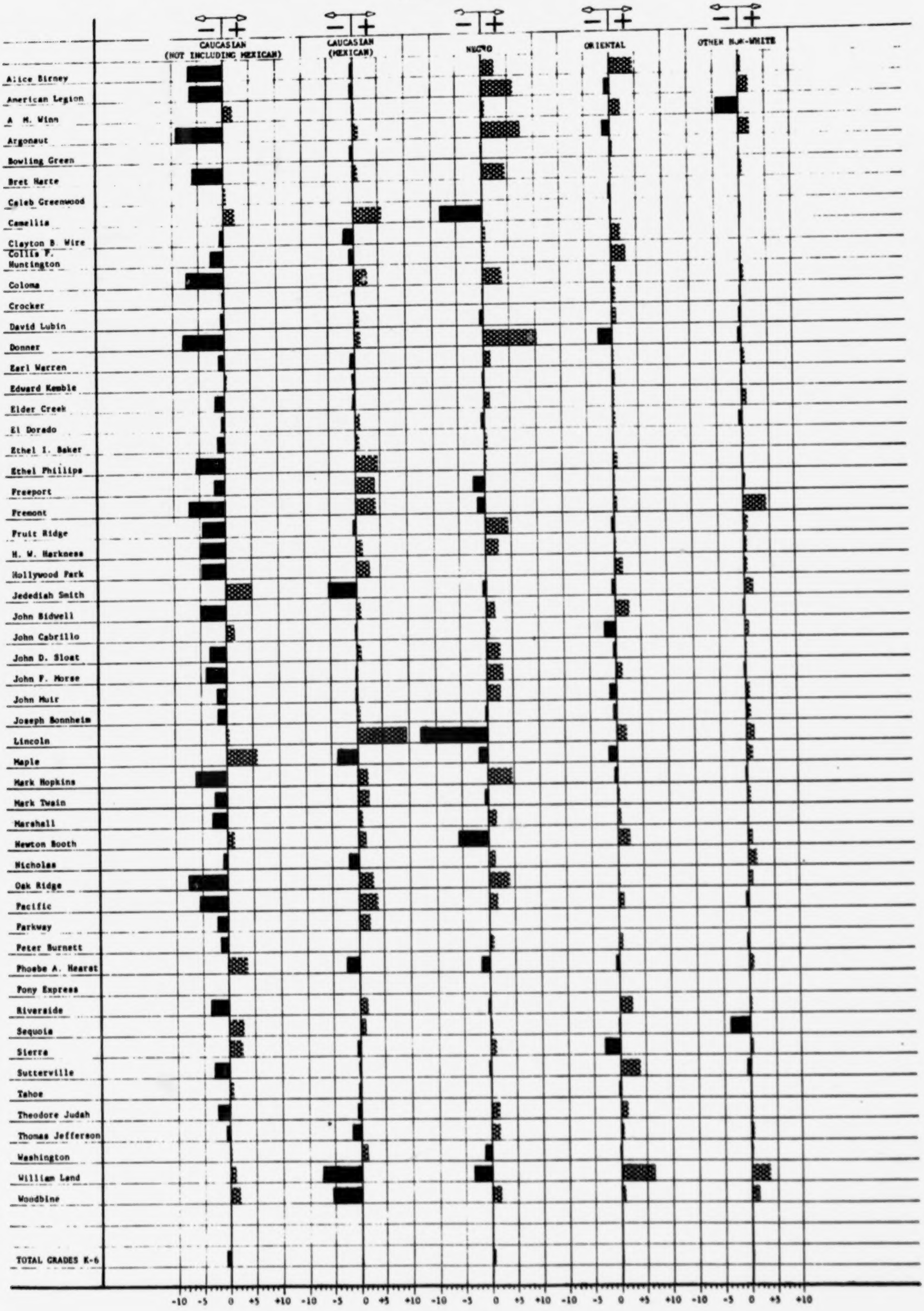

Table 8

THE PERCENTAGE CHANGE IN THE DISTRIBUTION OF ETHNIC GROUPS WITHIN THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT BETWEEN THE FALL OF 1963 AND THE FALL OF 1964 (JUNIOR AND SENIOR HIGH SCHOOLS)

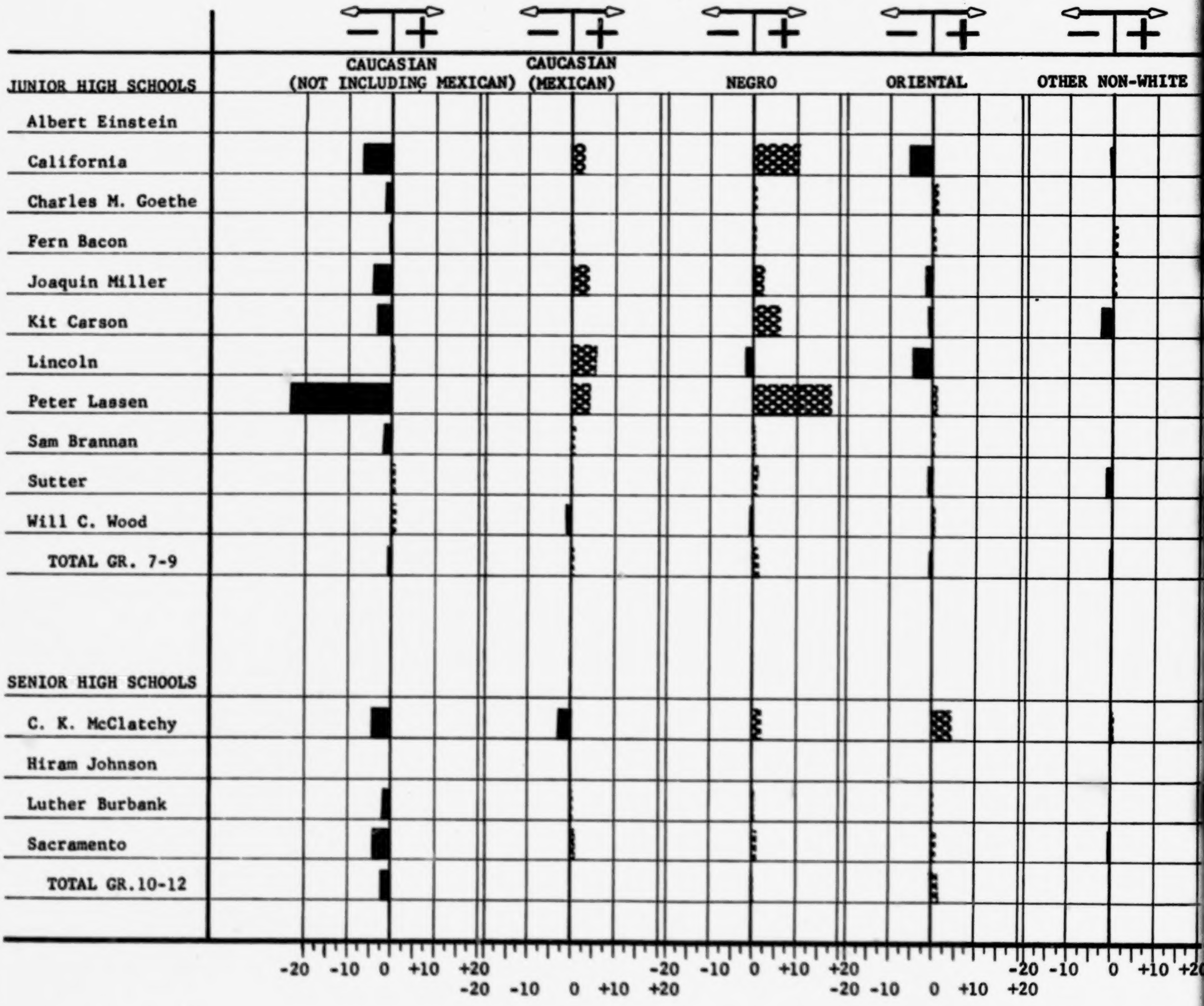

EXHIBIT E

SUMMARY OF ELEMENTARY SCHOOL BOUNDARY LINE CHANGES

1955-64

SUMMARY OF ELEMENTARY SCHOOL
BOUNDARY LINE CHANGES, 1955-1964

CODE	ELEMENTARY	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963	1963-1964	1964-1965
004	Alice Birney				***	*					**
007	American Legion						**				
010	A. M. Winn							***			
013	Argonaut				**						
017	Bear Flag										
024	Bowling Green				***		*				
029	Bret Harte						*				
032	Caleb Greenwood										
035	Camellia						***				
040	Clayton B. Wire				****	*					
043	Collis P. Huntington	***									
045	Coloma										
050	Crocker										
059	David Lubin										*
080	Donner						**				
095	Earl Warren					****					
098	Edward Kelly										
100	Edward Kemble									***	
102	Edwin Markham										
104	Elder Creek					****	**				
106	El Dorado										
108	Ethel I. Baker				****						
110	Ethel Phillips				****			*			
114	Freeport				****	**	**			**	
118	Fremont							**			
122	Fruit Ridge				****						
130	Golden Empire										
137	H. C. Muddox				****		A				
139	H. W. Harkness	***					**				
142	Hollywood Park										
144	Hubert H. Bancroft										
148	Jedediah Smith										
153	John Bidwell	***					**	**			
158	John Bigler										
163	John Cabrillo				****						
168	John D. Sloat							***		*	
173	John Morse						***				
178	John Muir										
183	Joseph Bonnheim					***1		*	**		
212	Lincoln										
223	Maple				****			*			
229	Mark Hopkins						***			***2	
235	Mark Twain					*	*		*		
241	Marshall										
247	McDonnell-Walker				****		A **				
259	Newton Booth										
262	Nicholas				****	*					
265	Oak Ridge				****			*			
267	O. W. Erlewine										
269	Pacific				****			*			
272	Parkway				****		**				
277	Peter Burnett					*					
282	Phoebe Hearst							*		*	
285	Pony Express										***
300	Riverside										
327	Sequoia					****		**		**	
335	Sierra										
345	Strawberry Lane				****		A				
354	Sutterville										
359	Tahoe							*		**	
363	Theodore Judah										**
375	Thomas Jefferson									***	
379	Washington										
384	William Land										
390	Woodbine				****		**				

***	Initial boundary line due to new school
****	Initial boundary line due to annexed school
**	Decrease in attendance
*	Increase in attendance
A	School abandoned

(1) Jos. Bonnheim---received pupils from Earl Warren and lost pupils to Mark Twain

(2) Mark Hopkins---received pupils from Freeport and lost pupils to Edward Kemble

EXHIBIT F

CHANGES IN ETHNIC COMPOSITION, CITY OF SACRAMENTO
AND
AMOUNT EXPENDED FOR INSTRUCTIONAL SUPPLIES
IN
SELECTED ELEMENTARY SCHOOLS

Table 1

Changes in Ethnic Composition City of Sacramento [1]

Year	Total Population No.	Caucasian including Mexican-American No.	%	Negro No.	%	Other No.	%
1960	192	167	87.5	12	6.3	13	6.2
1950	138	127	92.2	5	3.3	6	4.5
1940	106	100	94.2	1	1.4	5	4.4
1930	94	88	93.5	1	1.2	5	5.3

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[1] U.S. Bureau of the Census, U.S. Census of Population 1960, Selected Area Reports, Standard Metropolitan Statistical Areas, Final Report PC(3)-ID, U.S. Government Printing Office, Washington, D.C., 1963, page 250

Table 2

Amount Expended for Instructional Supplies in Selected Elementary Schools

School	Percent Caucasian Enrollment (1963-64)	Expenditure per Average Daily Attendance 1962-63	1963-64
Parkway	91.6	$ 5.62	$ 5.85
Nicholas	86.1	5.96	6.07
Alice Birney	79.9	6.23	6.62
John Cabrillo	67.4	5.60	5.83
Sutterville	63.6	4.12	4.02
Donner	32.1	6.48	6.35
Argonaut	25.3	7.55	6.30
American Legion	19.8	6.90	6.77
Elder Creek	16.8	6.46	7.16
Camellia	5.9	7.23	5.84
Average		$ 6.04	$ 6.04

EXHIBIT G

OPINION OF COUNTY COUNSEL, SACRAMENTO COUNTY

UNDER DATE

OF

NOVEMBER 13, 1964

OFFICE OF
THE COUNTY COUNSEL
OF SACRAMENTO COUNTY
ROOM 433, 827 7TH STREET
SACRAMENTO, CALIFORNIA 95814

JOHN B. HEINRICH
COUNTY COUNSEL

November 13th, 1964

Mr. David Macaulay
Chairman, Subcommittee on Ethnic Composition of Schools
c/o Lawrence-Mayflower Moving & Storage Co.
1930 J Street
Sacramento, California

Dear Mr. Macaulay:

We have your request for the opinion of this office in which you ask the following questions:

1. What affirmative action is required by the City School Board in addition to that already taken in the Stanford Junior High School situation as a result of the Keller decision? By the Jackson decision (Pasadena)? This opinion is necessary because some members of our committee and some members of the general public feel that the School Board would be liable for contempt if other positive action was not taken.

2. What action must the City School Board take when the State Board of Education issues rules, opinions, etc. regarding this matter? Is there any legal channel of responsibility between the State Superintendent of Public Instruction and our City School Board when the State Superintendent issues opinions or regulations regarding school matters in general and matters regarding defacto segregation specifically?

In reference to the first question, the case of Keller v. Sacramento City Unified School District pertained only to the situation which arose as the result of the destruction of Stanford Junior High School by fire. The case was brought by a negro minor to prevent the Board of Education of Sacramento City Unified School District from erecting portable classrooms on the Stanford Junior High School site after the destruction of the school building by fire, and to prevent the use of that site for the construction of a new Junior High School.

The Superior Court of this County ruled on the evidence before it, that a racial imbalance existed at Stanford Junior High but declined to issue an injunction prohibiting the use of portable classrooms at the site. Instead, the Court directed the Board of Education to initiate and complete a study and evolve a plan for the purpose of eliminating racial imbalance at Stanford Junior High School.

The Board of Education did conduct such a study and did evolve such a plan. In this connection it must be emphasized that the decision of the Court pertained only to the situation existing as a result of the destruction by fire of Stanford Junior High School. The decision of the Court has no application and cannot be considered as any authority in reference to an alleged claim of racial imbalance at any other school. Each case must be determined upon its own facts as the question arises. In other words, the Keller case is not an omnibus decision applicable to a claim of racial imbalance alleged to exist in any other school.

Therefore, in so far as the Keller case is concerned, it imposes no affirmative or positive action upon the Board of Education in reference to a claim of racial imbalance at some other school. School boards and the courts must consider on its merits each claim of racial imbalance. A copy of the Keller decision is enclosed herewith for your information.

In the case of Jackson v. Pasadena City School District, 59 Cal. 2d 876, decided by the Supreme Court of the State of California on June 27, 1963, the Court was considering a claim of racial imbalance existing in the Pasadena City School District. In discussing the question of racial imbalance, the Court stated as follows:

> "Although it is alleged that the board was guilty of intentional discriminatory action, it should be pointed out that even in the absence of gerrymandering or other affirmative discriminatory conduct by a school board, a student under some circumstances would be entitled to relief where, by reason of residential segregation, substantial racial imbalance exists in his school. So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause a ntisocial attitudes and behavior. Where such segregation exists it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined

> on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause. Our State Board of Education has adopted regulations which encourage transfers to avoid and eliminate racial segregation (Cal. Admin. Code. tit. 5, Secs. 2010, 2011), and transfers for that purpose are provided for in New York City and elsewhere (see 1961 U.S. Commission on Civil Rights Report, Book 2, Education, pp. 104-107)."

The Court, however, pointed out that a school board was not expected to do the impossible. In this respect the Court stated as follows:

> "School authorities, of course, are not required to attain an exact apportionment of Negroes among the schools, and consideration must be given to the various factors in each case, including the practical necessities of governmental operation. For example, consideration should be given, on the one hand, to the degree of racial imbalance in the particular school and the extent to which it affects the opportunity for education and, on the other hand, to such matters as the difficulty and effectiveness of revising school boundaries so as to eliminate segregation and the availability of other facilities to which students can be transferred."

In summary, the Jackson case(1) requires a school board to act in good faith to seek a reasonable and practical solution to alleviate racial imbalance. If, after examining and exhausting all reasonable alternatives, and after evaluating all the factors involved, it is a practical impossibility to alleviate racial imbalance at a particular school, the school board, in our opinion, has discharged its duty. It is not required to seek unreasonable or impossible solutions. This conclusion, in my opinion, is borne out by the language of the Supreme Court referred to above, which language carefully illustrates that "under some circumstances" a student would be entitled to relief; school boards should "take steps, insofar as reasonably feasible"; school authorities "are not required to attain an exact apportionment of Negroes among the schools"; consideration must be given to the various factors in each case, including the practical necessities of governmental operation"; "For example, consideration should be given, on the one hand, to the degree of racial imbalance in the particular school and the extent to which it affects the opportunity for education and, on the other hand, to such matters as the difficulty and effectiveness of revising school boundaries so as to eliminate segregation and the availability of other facilities to which students may be transferred."

---

(1) Bell v. City of Gary, 324 Fed. 2d 209, and Downs v. Kansas City Board of Education, a very recent case not yet in the Official reports, where the intermediate federal courts appear to have expressed views in opposition to the Jackson case concerning the responsibility of school boards to alleviate racial imbalance caused by residential patterns.

In 42 Opinions of the Attorney General, 33, 36, dated August 15, 1963, the Attorney General pointed out that the Jackson case determined that school authorities are required, where feasible, to take some affirmative steps to alleviate de facto segregation.

In reference to your second question, the State Board of Education has adopted the following policy, which is found in Title 5 of the California Administrative Code, Section 2010:

> "2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color."

Section 2011 of the same Code sets forth the factors which a school board should follow in establishing attendance boundaries, as follows:

> "2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:
>
> (a) The ethnic composition of the residents in the immediate area of the school.
>
> (b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

> (c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.
>
> (d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.
>
> (e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

We are advised that the above mentioned regulation is the only regulation promulgated by the State Board of Education in reference to factors which a school board must consider in establishing attendance boundaries.

The factors set forth in Section 2011 are not exclusive, or the only ones a school board may consider. The regulation simply means that in so far as practicable, the factors mentioned therein must be considered along with any other factors a school board deems relevant in establishing attendance areas. The Jackson case, and the administrative regulations, merely set forth the basic guide lines which a school board must follow in endeavoring to alleviate racial imbalance in schools caused by residential patterns. We use the term "basic guide lines" because no Court has yet clearly and specifically defined the authority of a school board in dealing with racial imbalance, but has left to school boards the right to exercise a broad discretion, consistent with the basic guide lines, to alleviate racial imbalance. It must be acknowledged that in any large school district there are many varied and complex problems to be solved and policies to be developed and implemented, necessarily requiring the exercise of broad discretion on the part of the school board.

In Brown v. Board of Education of Topeka, Kansas (1955) 349 United States Supreme Court Reports, 294, the implementing decision in the school segregation cases, the Supreme Court of the United States instructed the Federal District Courts as follows:

> "To that end, the courts may consider problems related to administration, arising from the physical condition of the school plant, the school transportation system, personnel, revision of school districts and attendance areas into compact units to achieve a system of determining admission to the public schools on a non-racial basis,* * *"

Thus, the Supreme Court of the United States in the *Brown* case, and the Supreme Court of the State of California in the *Jackson* case, each clearly recognizes the manifold phases of public school administration and school educational policy which must be considered and decided in each case of alleged racial imbalance, not only by school boards but by the courts.

As to the authority of the State Superintendent of Public Instruction to issue opinions or regulations concerning matters involving *de facto* segregation, or school attendance areas, I find no such authority vested in the Superintendent. Any authority in this regard would be vested in the State Board of Education, which has acted by promulgating the regulations referred to above.

Your attention is called to Section 363 of the Education Code which reads as follows:

> "The State Board of Education may, upon recommendation of the Director of Education, establish in the Department of Education a commission to assist and advise local school districts in problems relating to racial, religious or other discrimination in connection with the employment of certificated employees. The commission shall also, upon request from a district, advise and assist school districts in problems involving the ethnic distribution of pupils and school attendance areas."

As may be seen from a reading of Section 363, the Commission can act only at the request of a school district, and any recommendations or advice it may give are advisory only.

The Director of Education referred to in the statute is the Superintendent of Public Instruction.

Yours truly,

JOHN B. HEINRICH,
County Counsel

JBH:ep

EXHIBIT H

ACHIEVEMENT OF FIFTH GRADE PUPILS
BY ABILITY LEVEL
IN
SCHOOLS GROUPED ACCORDING TO PER CENT OF NEGRO ENROLLMENT
AND
ACCORDING TO AVERAGE FAMILY INCOME

JUNE 11, 1964

Sacramento City Unified School District
Planning and Research Services Office
June 11, 1964

Topic: ACHIEVEMENT OF FIFTH GRADE PUPILS, BY ABILITY LEVEL, IN SCHOOLS GROUPED ACCORDING TO PERCENT OF NEGRO ENROLLMENT, AND ACCORDING TO AVERAGE FAMILY INCOME

Introductory Statements

This study parallels one by the Oakland City Unified School District Research Department. The purpose of this investigation, like the one in Oakland, is to compare the achievement of pupils of equal scholastic ability, when they are grouped according to the racial composition of the schools in which they are enrolled. Also, as in the Oakland study, the schools' categories used were determined by the percent of Negro pupils enrolled. However, this study goes one step further and compares the achievement of pupils of equal scholastic ability when they are grouped according to the average family income of the school area in which they live.

This added dimension was included to point out unmistakably that there is no intention to relate race per se to ability or achievement. In fact, it is important to remember that pupils from various ethnic and racial groups are included in each ability level and in each school category.

Sources of Data

1. Individual pupil I.B.M. test statistical cards containing test scores obtained from the tests listed below.

    a. California Test of Mental Maturity S-Form.

    b. California Achievement Test Form-W.

2. Preliminary Report on the Ethnic Composition of the Pupil Population of the Sacramento City Unified School District, Sacramento City Unified School District, Research Report #3, September 25, 1963.

3. U. S. CENSUSES OF POPULATION AND HOUSING: 1960 Final Report PHC (1) - 129

Method of Procedure

1. The fifty-three regular elementary schools in the district were divided into four groups or categories based on the percent of Negro pupils enrolled.

2. Since the ethnic composition of the pupil population in this district is so different from Oakland's, it was impossible to make a meaningful grouping which would place equal number of pupils in each group. Therefore, a grouping, although an arbitrary one, was selected which appeared to be meaningful for this district.

A	50% or more
B	20 - 49%
C	5 - 19%
D	4% or less

Methods of Procedure (con't.)

3. The 3,469 fifth grade pupils were divided into five ability levels according to California Test of Mental Maturity Centiles on National Norms. The ability levels were as follows:

   88 th centile and above
   73 - 87
   51 - 72
   30 - 50
   29th centile and below

   These were selected so that each ability level contained approximately the same number of pupils.

4. Table 1 was prepared to show the number of pupils in each ability level in school categories based on the percent of Negro enrollees.

5. Table 2 was prepared to show the average ability of pupils in the various ability levels in the four school categories.

6. Tables 3, 4, and 5 were prepared to show the average achievement of the fifth grade pupils in Reading, Arithmetic, and Language in each ability level in the school categories based on the percent of Negro enrollees.

7. Tables 1a, 2a, 3a, 4a, and 5a were prepared to provide the same type of information as in Tables 1 through 5 except that the basis for determining the grouping of schools in categories is the average family income of the area served by the particular school. Average family income was selected since it is a significant indicator of the socio-economic condition existing in the school area. However, these data are not available for every school attendance area. Consequently, only 43 of the 53 schools could be included in this comparison. For this reason, the numbers given in Table 1a do not correspond with those in Table 1.

8. Chart I was developed to show, in graphic form, the relationship between average ability and average achievement of fifth grade pupils in Reading, Arithmetic and Language, in each ability level, in the school categories based on the percent of Negro enrollees. The data used in the preparation of Chart I are included in Tables 2, 3, 4, and 5.

9. Chart II was developed to show, in graphic form, the relationship between average ability and average achievement of fifth grade pupils in Reading, Arithmetic and Language in each ability level, in the school categories based on average annual family income. The data used in the preparation of Chart II are contained in Tables 2a, 3a, 4a, and 5a.

Findings

1. An examination of Table 1 reveals the following about the fifth grade pupils tested:

    a. 239 pupils, or 6.9% of the total number, are in schools where 50% or more of the enrollees are Negro.

    b. 350 pupils, or 10.1% of the total number, are in schools where 20-49% of the enrollment is Negro.

    c. 800 pupils, or 23.1% of the total number, are in schools where 5-19% of the enrollment is Negro.

    d. 2080 pupils, or 59.9% of the total number, are in schools where 4% or less of the enrollment is Negro.

2. Table 2 shows that the average ability of the fifth grade pupils in each of the levels of ability varies only slightly (a maximum of 3 centile units) as the percent of Negro enrollment varies from 50% or more to 4% or less.

3. The average level of achievement (centile) of fifth grade pupils in Reading, Arithmetic and Language, in each ability level, by school category based on the percentage of Negro enrollees is given in Tables 3, 4, and 5. These tables show that in each ability level, the average achievement increases as the percent of Negro enrollment decreases. Moreover, the increase is greatest at the lower ability levels.

4. An examination of Table 1a shows the following about the socio-economic status of 2913 of the fifth grade pupils:

    a. 445 pupils, or 15.3% of this number, come from areas where the average family income is between $3000 and $5900.

    b. The largest number of pupils, 1083, or 37.2% of the 2913, come from areas where the average annual family income is between $6000 and $6900 per year.

    c. 576 pupils, or 19.8% of the 2913, come from areas where the average family income is between $7000 and $7900.

    d. 365 pupils, or 12.5% of the 2913, come from areas where the average family income is between $8000 and $8900 per year.

    e. 444 pupils, or 15.2% of the 2913, come from areas where the average family income is between $9000 and $10,000.

5. Table 2a reveals that the average ability of pupils in each of the levels of ability varies only slightly (a maximum of 3 centile units) among the five family income categories.

Findings (cont'd.)

6. Tables 3a, 4a, and 5a indicate that the average level of achievement is lowest where average family income is lowest, and increases as average family income increases. Moreover, in Reading, especially at the upper ability levels, the order of magnitude of the increased achievement appears to be fairly comparable to that indicated in Table 3 where the grouping is based upon race. In Arithmetic and Language, however, although there is an increase in average achievement, as average family income increases, the order of magnitude of the increased achievement is considerably less than in the comparisons given in Tables 4 and 5 based on race.

7. Chart I shows that average achievement is considerably below average ability in Reading, Arithmetic and Language in school category "A" where there are 50% or more Negro enrollees. Exceptions to this in category "A" are: in Reading where the average achievement in the lowest ability level exceeds the average ability; in Arithmetic where the average achievement in the lowest two ability levels exceed the average ability; and in Language where the average achievement in the lowest two ability levels exceeds the average ability. The Chart shows further that in the other school categories, (B, C, and D) except in the highest ability level, average achievement exceeds average ability in each ability level.

8. Chart II shows the same general relationship between ability and achievement when the basis for the grouping of the pupils is average annual family income. Thus, average achievement in each of the ability levels is less than could be expected in the school category where average annual family income is in the range of $3000 to $5900. As the average annual family income increases, the average achievement exceeds the average ability in each ability level.

Donald E. Hall
Assistant Superintendent
Planning and Research Services

G. Arthur Jensen
Director of Educational Research Services

DEH:cb

Table 1

NUMBER OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON PERCENT OF NEGRO ENROLLEES

Ability Level (Centile)	School Category				Total
	A. 50% or more	B. 20 to 49%	C. 5 to 19%	D. 4% or less	
88th Centile and above	9	55	149	601	814
73 - 87	25	45	148	452	670
51 - 72	37	91	172	425	725
30 - 50	72	59	155	333	619
29 and below	96	100	176	269	641
Total	239	350	800	2080	3469

Table 2

AVERAGE ABILITY OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON PERCENT OF NEGRO ENROLLEES

Ability Level (Centile)	School Category			
	A. 50% or more	B. 20 to 49%	C. 5 to 19%	D. 4% or less
88th Centile and above	93	96	96	96
73 - 87	81	79	81	81
51 - 72	62	62	62	62
30 - 50	40	40	40	40
29 and below	13	11	13	14

Table 1a

NUMBER OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON AVERAGE ANNUAL FAMILY INCOME

Ability Level (Centile)	School Category					Total
	A $3 - $5900	B $6 -$6900	C $7 -$7900	D $8 - $8900	E $9-$10,000	
88th Centile & above	42	180	148	119	208	697
73 - 87	54	202	130	64	95	545
51 - 72	95	242	115	76	73	601
30 - 50	103	221	97	53	45	519
29 and below	151	238	86	53	23	551
Total	445	1083	576	365	444	2913

Table 2a

AVERAGE ABILITY OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON AVERAGE ANNUAL FAMILY INCOME

Ability Level (Centile)	School Category				
	A $3 - $5900	B $6 -$6900	C $7 -$7900	D $8 -$8900	E $9-$10,000
88th Centile & above	95	96	96	97	97
73 - 87	81	81	81	81	81
51 - 72	62	62	62	65	65
30 - 50	40	40	40	40	43
29 and below	12	12	16	14	15

Table 3

AVERAGE READING ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON PERCENT OF NEGRO ENROLLEES

Ability Level (Centile)	School Category			
	A. 50% or more	B. 20 to 49%	C. 5 to 19%	D. 4% or less
88th Centile and above	87	92	94	94
73 - 87	75	79	83	83
51 - 72	52	62	67	70
30 - 50	34	50	52	55
29 and below	22	25	31	37

Table 4

AVERAGE ARITHMETIC ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON PERCENT OF NEGRO ENROLLEES

Ability Level (Centile)	School Category			
	A. 50% or more	B. 20 to 49%	C. 5 to 19%	D. 4% or less
88th Centile and above	85	93	94	95
73 - 87	70	81	84	85
51 - 72	60	66	70	73
30 - 50	46	52	60	66
29 and below	30	32	38	45

Table 3a

AVERAGE READING ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON AVERAGE ANNUAL FAMILY INCOME

Ability Level (Centile)	School Category				
	A $3 - $5900	B $6 -$6900	C $7 -$7900	D $8 - $8900	E $9-$10,000
88th Centile & above	88	93	95	96	93
73 - 87	75	83	85	84	84
51 - 72	57	66	72	73	72
30 - 50	43	49	56	56	59
29 and below	25	29	41	41	34

Table 4a

AVERAGE ARITHMETIC ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON AVERAGE ANNUAL FAMILY INCOME

Ability Level (Centile)	School Category				
	A $3 - $5900	B $6 -$6900	C $7 -$7900	D $8 -$8900	E $9-$10,000
88th Centile & above	90	94	95	97	97
73 - 87	79	84	85	81	87
51 - 72	66	69	75	75	75
30 - 50	52	60	62	62	73
29 and below	34	32	48	46	46

Table 5

AVERAGE LANGUAGE ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON PERCENT OF NEGRO ENROLLEES

Ability Level (Centile)	School Category			
	A. 50% or more	B. 20 to 49%	C. 5 to 19%	D. 4% or less
88th Centile and above	85	94	95	95
73 - 87	77	80	84	84
51 - 72	57	63	71	74
30 - 50	44	49	53	59
29 and below	26	29	33	40

Table 5a

AVERAGE LANGUAGE ACHIEVEMENT OF FIFTH GRADE PUPILS IN EACH ABILITY LEVEL IN SCHOOLS GROUPED IN CATEGORIES BASED ON AVERAGE ANNUAL FAMILY INCOME

Ability Level (Centile)	School Category				
	A $3 - $5900	B $6 -$6900	C $7 -$7900	D $8 - $8900	E $9-$10,000
88th Centile & above	92	94	95	95	95
73 - 87	81	83	87	85	85
51 - 72	63	68	77	75	79
30 - 50	48	53	58	61	66
29 and below	28	31	44	40	38

CHART I

AVERAGE ABILITY AND ACHIEVEMENT FOR VARIOUS ABILITY CATEGORIES OF PUPILS IN SCHOOLS GROUPED BY PERCENT OF NEGRO ENROLLEES
VALUES INDICATED IN CENTILE EQUIVALENTS OF AVERAGE SCORES

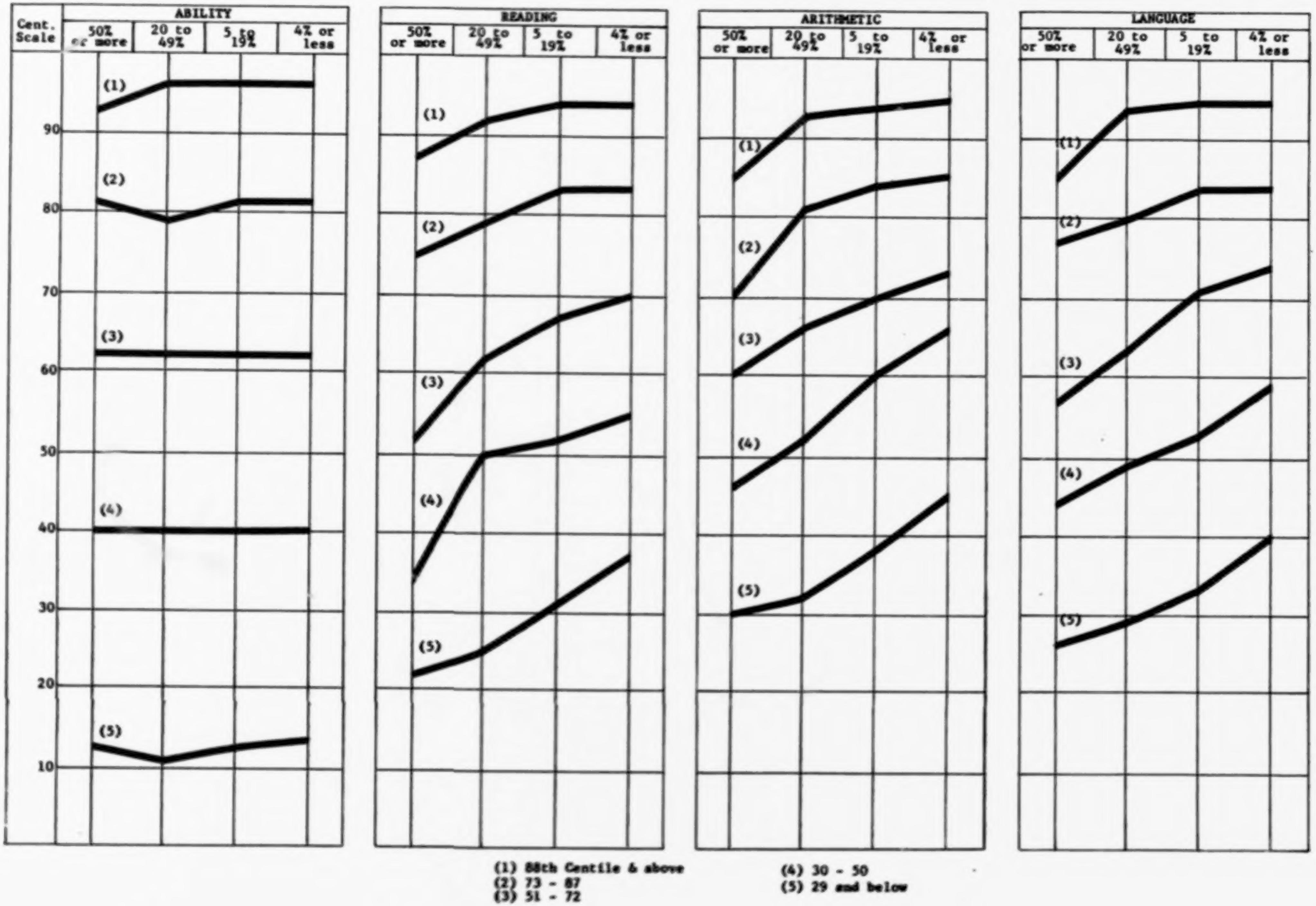


CHART 11

AVERAGE ABILITY AND ACHIEVEMENT FOR VARIOUS ABILITY CATEGORIES OF PUPILS IN SCHOOLS GROUPED BY AVERAGE FAMILY INCOME
VALUES INDICATED IN CENTILA EQUIVALENTS OF AVERAGE SCORES

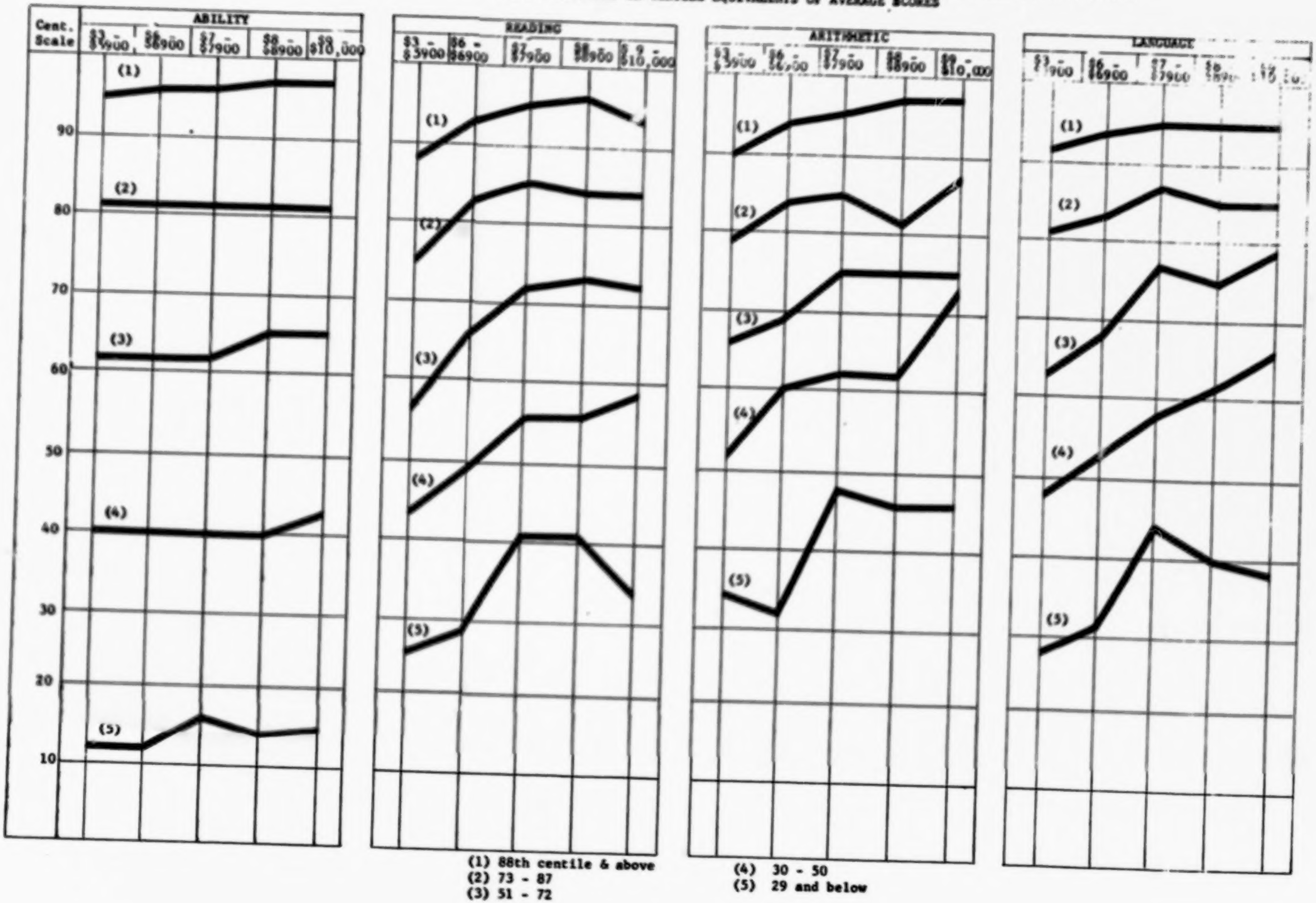


EXHIBIT I

GUIDED INTERVIEW FORMS

PERSONNEL and COUNSELING

GUIDED INTERVIEW FORM (PERSONNEL) FOR PARENTS

Is it easy to arrange for parent - teacher conferences?

Do you find it easy to talk to the teacher during a conference?

Do you regard the school principal as someone who can be easily approached?

How is the school helping your child?

GUIDED INTERVIEW FORM (COUNSELING) FOR PARENTS

Are counselors available to parents?

Is there a planned program of parent-counselor contacts?

How does the school reach parents who do not come to the school?

Are there any visiting teachers? What do they do?

How do you feel about pupil suspension or expulsion?

What specific steps are going forward in your school to insure participation by all minority groups in school affairs?

Are any school programs being planned that will encourage greater acceptance and understanding among majority and minority groups?

GUIDED INTERVIEW FORM (PERSONNEL) FOR TEACHERS

How did you receive your present assignment?

Why do you consider your present assignment desirable or undesirable?

If you were asked to choose a new assignment, do you have any preferences with respect to school or grade level?

Does the school district have any in-service training programs that you regard as particularly valuable?

Have you had any special training in preparation for teaching children who are culturally disadvantaged?

Does the school district offer any particular incentives for teacher in-service training?

GUIDED INTERVIEW FORM (COUNSELING) FOR TEACHERS

When do teachers obtain information from counselors?

What kind of information do teachers supply the counselors?

Are counselors available to parents?

Are academic standards the same in all schools?

What specific steps are going forward in your school to insure participation by all minority groups in school affairs?

Are any school programs being planned that will encourage greater acceptance and understanding among majority and minority groups?

GUIDED INTERVIEW FORM (PERSONNEL) FOR PRINCIPALS

How is a teacher selected and placed in a particular school assignment?

How do you identify teacher strengths and weaknesses?

How does a teacher receive a transfer or re-assignment?

What is the role of the school principal in the re-assignment and transfer of teachers?

Are there any screening devices used by the school district in selecting teachers for particular school assignments?

Does the school district have any direct or indirect measures of teachers' attitudes toward minority groups?

Are there any special in-service training programs that emphasize problems of teaching different ethnic groups?

What specific steps are going forward in your school to insure participation by all minority groups in school affairs?

Are there any school programs being planned that will encourage greater acceptance and understanding among majority and minority groups?

GUIDED INTERVIEW FORM (COUNSELING) FOR PRINCIPALS

What is the counseling program in the elementary school?

What is the counseling program in the junior high school?

What are counselors expected to do?

How much time are counselors given in order to do their jobs?

Do counselors have supplementary or teaching assignments that fit into their work as counselors?

In the elementary school how much time does the school principal actually have for counseling?

When do teachers obtain information from counselors?

What kind of information do teachers supply the counselors?

Are counselors available to parents?

Is there a planned program of parent - counselor contacts?

How does the school reach parents who do not come to the school?

Are there differences in practices of discipline in different elementary schools?

Are there any visiting teachers? What do they do?

How do you feel about pupil suspension or expulsion?

Describe the typical steps and situations that lead to pupil suspensions or expulsions.

Are there any provisions for continuing a student's education if he is suspended or expelled?

What coordination do you have with other community agencies for the pupil who is suspended or expelled?

There is a feeling among minority groups that their children are arbitrarily assigned to Z groups or vocational curricula. How are children protected from this practice?

GUIDED INTERVIEW FORM (ADMINISTRATION)

Describe the application and hiring process for teachers.

How does the school district encourage applications from teachers with varied ethnic backgrounds?

Does the personnel department have any records that indicate past practices in the employment of teachers of varying ethnic backgrounds?

Under what circumstances can the school district give preference to the employment of teachers with particular ethnic backgrounds?

Do you have records concerning duration of teacher assignments at particular schools?

Do some school faculties have more stability than others?

Are some schools more popular with teachers than others?

Are some schools less popular with teachers?

How does a teacher receive a transfer or re-assignment?

Does the school district have any direct or indirect measures of teachers' attitudes toward minority groups?

Does the school district provide any incentives for teachers to accept assignments in the "difficult areas"?

Are there any special in-service training programs that emphasize problems of teaching different ethnic groups?

Are any school programs being planned that will encourage greater acceptance and understanding among majority and minority groups?

What is the counseling program in the elementary school?

What is the counseling program in the junior high school?

What is the counseling program in the high school?

What are counselors expected to do?

How much time are they given in order to do their jobs?

Do counselors have supplementary or teaching assignments that fit into their work as counselors?

Have teacher exchanges between schools of the district been considered as a technique of in-service training?

In the elementary school how much time does the school principal actually have for counseling?

What kinds of activities does the elementary principal regard as counseling?

When do teachers obtain information from counselors?

What kind of information do teachers supply the counselors?

Are counselors available to parents?

Are there differences in practices of discipline in different elementary schools?

Are there different behavior standards in different schools?

Are academic standards the same in all schools?

Describe the typical steps and situations that lead to pupil suspensions or expulsions.

Are there any provisions for continuing a student's education if he is suspended or expelled?

What coordination do you have with other community agencies for the pupil who is suspended or expelled?

There is a feeling among minority groups that their children are arbitrarily assigned to Z groups or vocational curricula. How are children protected from this practice?

EXHIBIT J

ANECDOTAL MATERIAL
ILLUSTRATING
PARENT CONCERNS ABOUT COUNSELING

ANECDOTAL MATERIAL ILLUSTRATING PARENT CONCERNS ABOUT COUNSELING

The following experiences were related by Negro parents and students:

1. At a local high school, a Negro girl wanted to take chemistry. The counselor first tried to persuade her to take "easier" courses. After the student insisted that she wanted to take chemistry, the counselor became "impatient" and assigned her to other "proper" classes. The student's mother came to the school to demand that her child be permitted to take the course "if she is qualified". The student was finally permitted to take chemistry. Today, this girl is a graduate chemist, employed in the chemistry and research laboratory of one of the largest firms in Sacramento.

2. Six Negro girls, who happened to be friends, completed their studies in different elementary schools. All enrolled at the same local junior high school. Three were average students, two above average, and one had been in accelerated classes. All six students were automatically placed in the "C" low-achievement category. When one of the parents learned of this condition and discussed it with the counselor, the students were then transferred to the "A" high-achievement category. None were placed in the average "B" (category) where several of them belonged.

3. Recently, the Ford Foundation offered scholarships to Negro students in the 11th and 12th grades. One of the requirements was that the students complete the application on or before December 10, 1964. The only way students could apply or receive proper information for the scholarships was through their high school administration. The Ford Foundation first made this information known to the school districts' administration in July 1964. Additional information was supplied to the districts up to and including November 1, 1964. Negro students in Sacramento did not learn of these scholarships until November 30, 1964, and then only as the result of an announcement in a Negro church. On December 2, 1964, a Negro girl approached an assistant principal in a Sacramento high school and asked for information about the scholarships. She was reprimanded by the assistant principal for coming to her office. It was December 9, 1964, before the Negro student was able to obtain the application. The Negro parents and others concerned wondered why the school district, the high school administration, and the counselor held this important information so long before releasing it to them.

EXHIBIT K

TABLE OF
ILLUSTRATIVE ELEMENTARY SCHOOL CLUSTERS

ILLUSTRATIVE ELEMENTARY SCHOOL CLUSTERS

These tables illustrate a possible grouping of elementary schools in the District consistent with the objectives of Recommendation #5. The statistical analysis of the ethnic enrollments in each of the projected clusters demonstrates the feasibility in achieving ethnic balance through such grouping of schools. Enrollments shown are based on 1964-65 pupil population.

Cluster #1

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
Collis P. Huntington	409	33	8	98	5	553
Ethel Phillips	210	145	151	15	13	534
Hollywood Park	404	46	81	134	17	682
Maple	145	63	20	11	6	245
Pacific	466	42	19	16	6	549
Total	1,634	329	279	274	47	2,563
Percent	63.8	12.8	10.9	10.7	1.8	100.0

Cluster #2

School	Ethnic Composition					
	Caucasian (not including	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
Clayton B. Wire	439	35	11	12	0	497
Ethel Baker	495	48	38	15	11	607
Fruit Ridge	450	92	237	38	10	827
Nicholas	586	39	32	13	20	690
Oak Ridge	160	160	195	15	11	541
Total	2,130	374	513	93	52	3,162
Percent	67.4	11.8	16.2	3.0	1.6	100.0

Illustrative Elementary School Clusters (Cont'd)

Cluster #3

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
Bret Harte	269	82	172	21	5	549
Crocker	308	7	1	19	1	336
Jedediah Smith	251	150	93	42	27	563
Newton Booth	149	48	47	66	5	315
Riverside	157	32	18	236	1	444
Sierra	281	28	61	20	6	396
Total	1,415	347	392	404	45	2,603
Percent	54.4	13.3	15.1	15.5	1.7	100.0

Cluster #4

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
Alice Birney	365	0	32	97	5	499
Argonaut	46	34	195	4	6	285
John Cabrillo	566	5	19	229	3	822
Pony Express	234	7	4	45	0	290
Sutterville	394	5	3	248	1	651
Total	1,605	51	253	623	15	2,547
Percent	63.0	2.0	9.9	24.5	0.6	100.0

Cluster #5

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
Camellia	32	36	335	1	1	405
Earl Warren	332	105	74	13	13	537
Elder Creek	58	106	209	6	14	393
Joseph Bonnheim	750	77	14	54	28	923
Mark Twain	818	62	5	20	10	915
Peter Burnett	540	24	13	12	9	598
Total	2,530	410	650	106	75	3,771
Percent	67.1	10.9	17.2	2.8	2.0	100.0

Illustrative Elementary School Clusters (Cont'd)

Cluster #6

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
American Legion	98	72	539	13	18	740
Caleb Greenwood	441	0	0	11	0	452
Coloma	254	24	15	4	1	298
Donner	113	29	305	7	20	474
El Dorado	299	8	0	6	0	313
Phoebe Hearst	371	19	24	19	8	441
Tahoe	354	18	0	9	0	381
Total	1,930	170	883	69	47	3,099
Percent	62.3	5.5	28.5	2.2	1.5	100.0

Cluster #7

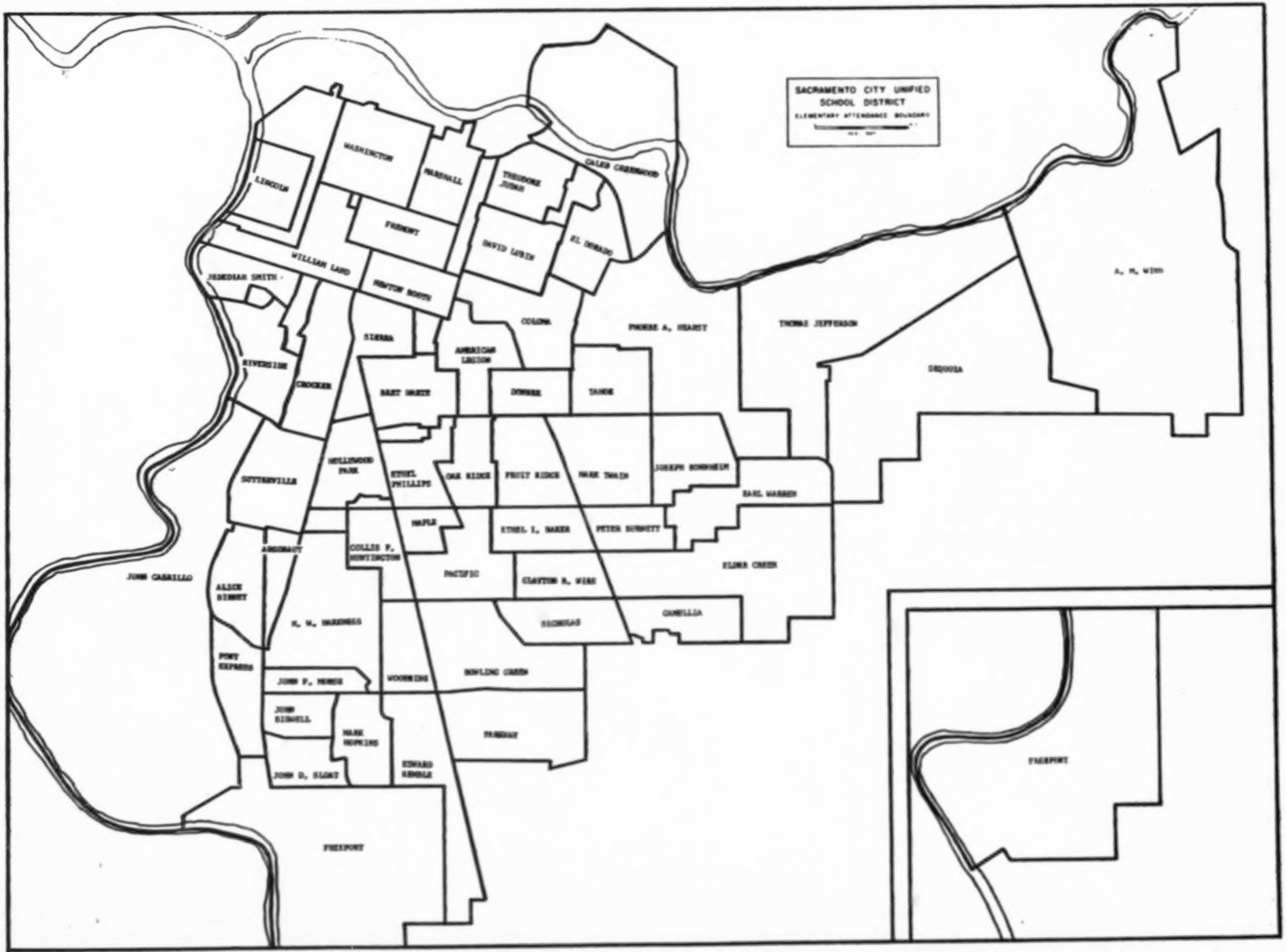
School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
David Lubin	343	11	5	15	1	375
Fremont	163	60	10	16	11	260
Lincoln	17	129	56	92	12	306
Marshall	163	63	5	12	1	244
Theodore Judah	380	10	9	18	3	420
Washington	187	296	44	11	4	542
William Land	88	64	68	239	30	489
Total	1,341	633	197	403	62	2,636
Percent	50.9	24.0	7.5	15.3	2.3	100.0

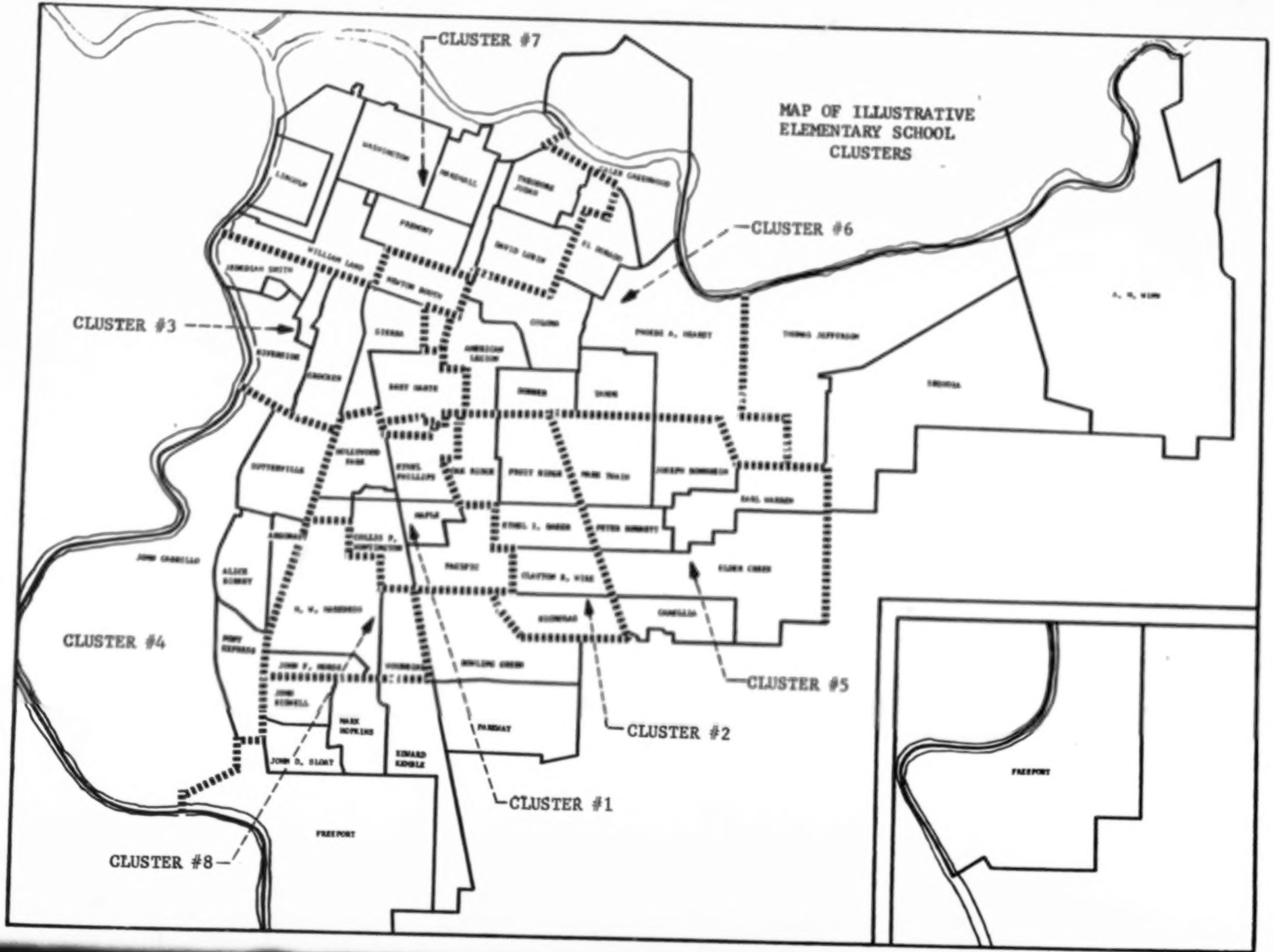
Cluster #8

School	Ethnic Composition					
	Caucasian (not including Mexican)	Caucasian (Mexican)	Negro	Oriental	Non-white	Total
H. W. Harkness	614	32	60	83	19	808
John F. Morse	300	7	39	17	14	377
Woodbine	148	69	26	2	15	260
Total	1,062	108	125	102	48	1,445
Percent	73.5	7.5	8.7	7.0	3.3	100.0

EXHIBIT L

MAP OF
ILLUSTRATIVE ELEMENTARY SCHOOL CLUSTERS

SACRAMENTO CITY UNIFIED
SCHOOL DISTRICT
ELEMENTARY ATTENDANCE BOUNDARY
LINCOLN
WASHINGTON
MARSHALL
THEODORE JUDAH
CALEB GREENWOOD
FREMONT
DAVID LUBIN
EL DORADO
WILLIAM LAND
NEWTON BOOTH
JEDEDIAH SMITH
COLOMA
PHOEBE A. HEARST
THOMAS JEFFERSON
A. M. WINN
SEQUOIA
SIERRA
AMERICAN LEGION
RIVERSIDE
CROCKER
BRET HARTE
DONNER
TAHOE
HOLLYWOOD PARK
ETHEL PHILLIPS
OAK RIDGE
FRUIT RIDGE
MARK TWAIN
JOSEPH BONNHEIM
EARL WARREN
SUTTERVILLE
MAPLE
ETHEL I. BAKER
PETER BURNETT
ARGONAUT
COLLIS P. HUNTINGTON
PACIFIC
CLAYTON B. WIRE
ELDER CREEK
JOHN CABRILLO
ALICE BIRNEY
H. W. HARKNESS
NICHOLAS
CAMELLIA
PONY EXPRESS
JOHN F. MORSE
WOODBINE
BOWLING GREEN
JOHN BIDWELL
MARK HOPKINS
PARKWAY
JOHN D. SLOAT
EDWARD KEMBLE
FREEPORT
FREEPORT



MAP OF ILLUSTRATIVE ELEMENTARY SCHOOL CLUSTERS

CLUSTER #1
CLUSTER #2
CLUSTER #3
CLUSTER #4
CLUSTER #5
CLUSTER #6
CLUSTER #7
CLUSTER #8
LINCOLN
WASHINGTON
MARSHALL
FREMONT
THEODORE JUDAH
CALEB GREENWOOD
DAVID LUBIN
EL DORADO
WILLIAM LAND
NEWTON BOOTH
JEDEDIAH SMITH
RIVERSIDE
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FREEPORT
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